DOCUMENT RESUME

ED 122 043	95	CE 006 886

TITLE	An Analysis of Selected Issues in Adult Education. Final Report. Volume I of III.
INSTITUTION	Kirschner (E.J.) and Associates, Washington, D.C.
SPONS AGENCY	Office of Education (DHEW), Washington, D.C. Office of Planning, Budgeting, and Evaluation.
PUB DATE	Feb 76
CONTRACT	OEC-0-74-9346
NOTE	206p.; For Volumes II and III, see CE 006 887-888
EDRS PRICE	MF-$0.83 HC-$11.37 Plus Postage.
DESCRIPTORS	Adult Characteristics; *Adult Education; Census Figures; Community Programs; Delivery Systems; Demography; Educational Demand; Educational Needs; Educational Policy; Educational Supply; *Federal Government; Federal Programs; *Government Role; Literature Reviews; National Surveys; Needs Assessment; Policy; *Policy Formation; *State of the Art Reviews; State Programs; Statistical Data; Statistical Surveys

ABSTRACT

The Office of Education commissioned the study to identify and explore various policies concerning the education of adults: (1) to define the need, for the entire population and selected sub-groups; (2) to describe the current response, at all levels; (3) to identify and analyze the differences between need and response; and (4) to identify and explore alternative roles of the Federal Government (policies) to address such unsatisfied or emerging needs as might be identified. The study is concerned with all types of education for adults, at all levels, except full-time education in traditional institutions (high schools, colleges, and universities), and one-way communication (broadcast and print media). Available studies of adults' educational status were reviewed, and educational profiles of the population and sub-groups were prepared. Relevant legislation, significant social and educational literature, and available surveys were reviewed, and leaders were consulted, to determine what adults' educationally related capabilities should be, in order to develop criteria with which actual current conditions could be compared. The most reliable data about adults' participation and educational interests were surveyed. Largely comprised of implications for policy guidance, the body of the report includes some of the empirical data, in tables. (Author/AJ)

Documents acquired by ERIC include many informal unpublished materials not available from other sources. ERIC makes every effort to obtain the best copy available. Nevertheless, items of marginal reproducibility are often encountered and this affects the quality of the microfiche and hardcopy reproductions ERIC makes available via the ERIC Document Reproduction Service (EDRS). EDRS is not responsible for the quality of the original document. Reproductions supplied by EDRS are the best that can be made from the original.

ED122043

KIRSCHNER ASSOCIATES, INC.

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

FINAL REPORT

Volume I of III

AN ANALYSIS OF SELECTED ISSUES IN ADULT EDUCATION

Contract No. OEC-0-74-9346

Prepared for:

Office of Planning, Budgeting and Evaluation
Office of Education
U.S. Department of Health, Education, and Welfare

February, 1976

Conclusions and recommendations in this report are those of the Contractor and do not necessarily reflect the views of the U.S. Department of Health, Education, and Welfare, or any other Agency of the Government.

CE006888

Albuquerque, New Mexico 87106 / 2425 Alamo Avenue, S.E. / (505) 243-1763 Washington, D.C. 20005 / 733 15th Street, N.W. / (202) 638-3423
Chicago, Illinois 60606 / 2 North Riverside Plaza / (312) 454-1364

ACKNOWLEDGEMENTS

Dr. Alice Scates of the Office of Planning, Budgeting and Evaluation, Office of Education, represented the Government during this contract and was of inestimable assistance. She insisted on rigorous standards of performance while encouraging the exercise of the Contractor's independent judgment. Dr. Robert Morony of the Office of Planning, Budgeting and Evaluation also participated constructively in monitoring this project and we are grateful too to him.

Members of advisory councils and university related experts in adult education participated in this project by willingly providing data, background materials and informed judgments. Included in this category are the following persons:

Eugene De Gabriele,	Former State Director of Adult Education, State of California
Gary A. Eyre,	Executive Director, National Advisory Council on Adult Education
Cecil Johnson,	Former Director of Vocational Education, State of South Carolina
D. Barry Lumsden,	University of Florida
Howard McGuire,	Formerly of Hunter College
Jack Mezirow,	Teacher's College, Columbia University
Warren Ziegler,	Syracuse University

In addition, many public officials of the Office of Education and other agencies assisted by providing data and insights. Paul Decker, Director of the Division of Adult Education and Barbara Chandler of the Office of Planning, Budgeting and Evaluation were particularly helpful.

Writing of this report involved the devoted efforts of many staff members including

Blair Curry
George Higgins
Deanna Nash, Ph.D.
Peter Simmons, Ph.D.

Dr. F. Loyal Greer, a consultant to the firm, made invaluable contributions to this report, both by writing certain chapters, and by contributing his vast knowledge of adult education statistics.

Dr. George Smith was initially director of the project for the firm and his contributions are acknowledged. So too are those of William Barron and Joann Frankel, two other staff members.

Without the dedicated and skilled efforts of Patti Blackwell, Executive Secretary, this document could not have been prepared.

While many participated in this project, the authors alone are responsible for errors of commission and ommission.

TABLE OF CONTENTS

Page

VOLUME I: AN ANALYSIS OF SELECTED ISSUES IN ADULT EDUCATION

I. OBJECTIVES AND CONTENT OF THE PROJECT 1
  Context 1
  Project Design and Content 3
  Disclaimers 6

II. METHODOLOGY 7
  Definitions 7
  Project Sub-Studies 10

III. THE NEED FOR ADULT EDUCATION 14
  Brief Historical Review 14
  Purpose of Chapter 15
  Needs for Adult Education Derived from Economic and Social Conditions 16
  Priorities 21

IV. CENSUS DATA 22
  Background 22
  Educational Attainment Levels 23
  Employment 24
  Not in Labor Force and Not in School 25
  Summary 28

V. PARTICIPATION DATA 30
  Introduction 30
  General Findings 32
  Demographic Data 33
  Education Categories 52
  ABE-ASE 53

TABLE OF CONTENTS
(CONTINUED)

Page

JRE 55
AFE 57
EPD 58
Education Category by Demographic Groups 61
ABE-ASE 61
AFE (Adult Functional Education) 63
EPD (Education for Personal Development) 64
Summary 65

VI. FEDERAL ADULT EDUCATION PROGRAMS 68
Introduction 68
Federal Programs by Education Category 68
Funding of Programs 71
Sponsoring Agency 76
Recipient Organizations 77
Target Groups 79
Type of Federal Assistance 83
Nature of Activity 85
Summary 87

VII. DELIVERY SYSTEMS - PARTICIPATION DATA 89
Background 89
General Findings 90
Educational Categories 111
Summary 114

VIII. STATE AND LOCAL ADULT EDUCATION PROGRAMS 117
Data Base 117
Reporting Agencies and Programs at Governmental Levels of Sponsorships 118
Cooperative Sponsorship of Programs 119
Enrollment 121
Instructional Staff 125

TABLE OF CONTENTS
(CONTINUED)

Page

Purpose of Adult Education 132

IX. A COMPARISON OF THE NEED FOR AND SUPPLY OF ADULT EDUCATION 135

Introduction 135

Adult Basic Education 135

Adult Secondary Education 138

Job-Related Education 142

Adult Functional Education 145

Education For Personal Development 146

X. POLICY ISSUES IN ADULT EDUCATION 148

Introduction 148

Policies Dealing With The Level of Federal Support of Adult Education 149

Policies Dealing With Emphasis on Different Education Categories 151

Policies Dealing With Different Target Groups 164

Policies Concerning Systems For Delivering Adult Education 170

Policies Concerning Federal Legislation and Adult Education 176

What Areas of Research and Evaluation Appear To Be Appropriate For Federal Support? 182

VOLUME II: APPENDICES

APPENDIX 1

Design and Methodology 1-1

APPENDIX 2

Census Data Tables 2-1

APPENDIX 3-A

Adult Education Participation Tables 3-A-1

TABLE OF CONTENTS
(CONTINUED)

Page

APPENDIX 3-B

Detailed Analysis of Participation Data by Demographic Groups Within Education Categories and Related Tables 3-B-1

APPENDIX 3-C

Standard Errors for Census Participation Data 3-C-1

APPENDIX 4-A

List of Federal Adult Education Programs by Agency 4-A-1

APPENDIX 4-B

Veterans Administration Cost and Participation Data 4-B-1

APPENDIX 5

Delivery System Tables 5-1

VOLUME III: TWO BIBLIOGRAPHIES

LIST OF TABLES
(Volume II)

Table		Page
IV-1	Unemployed Persons by Educational Attainment (Approximate) and Sex for 1970	27
V-1	Total Population Age 17 and Over, Population Not Full-Time Students, Participants in Adult Education, Non-participants and Full-Time Students, by Age: United States, Year Ending May, 1972	34
V-2	Total Population Age 17 and Over, Population Not Full-Time Students, Participants in Adult Education, Non-Participants and Full-Time Students, by Education: United States, Year Ending May, 1972	39
V-3	Total Population Age 17 and Over, Population Not Full-Time Students, Participants in Adult Education, Non-Participants and Full-Time Students, by Race: United States, Year Ending May, 1972	41
V-4	Total Population Age 17 and Over, Population Not Full-Time Students, Participants in Adult Education, Non-Participants and Full-Time Students, by Sex: United States, Year Ending May, 1972	43
V-5	Total Population Age 17 and Over, Population Not Full-Time Students, Participants in Adult Education, and Non-participants: by Sex, Race and Age United States, Year Ending May, 1972	44
V-6	Total Population Age 17 and Over, Population Not Full-Time Students, Participants in Adult Education, Non-Participants and Full-Time Students, by Selected Occupations: United States, Year Ending May, 1972	49

LIST OF TABLES
(CONTINUED)

Table		Page
V-7	Total Population Age 17 and Over, Population Not Full-Time Students, Participants in Adult Education and Non-Participants by Labor Force Status: United States, Year Ending May, 1972	51
V-8	Participants in Adult Education by Education Category for 1969 and 1972	56
V-9	Participants in Adult Education by Reason for 1969 and 1972	60
VI-1	Federal Adult Education Programs by Education Category (1974)	70
VI-2	Federal Adult Education Expenditures by Sponsoring Agency (1974)	72
VI-3	Federal Adult Education Expenditures by Category of Education (1974)	74
VI-4	Ten Leading Federal Agencies Sponsoring Adult Education Programs (1974)	75
VI-5	Ranking of Recipients of Federal Adult Education Support (by frequency of program identification) (1974)	78
VI-6	Federal Adult Education Programs Classified as to Types of Target Groups	80
VI-7	Type of Federal Assistance by Category of Education (1974)	84
VI-8	Rank Ordering of Activities by Education Category (1974)	86
VII-1	Participants in Adult Education by SPONSOR, for 1969 and 1972	91
VII-2	Participants in Adult Education by PAYMENT, for 1969 and 1972	95
VII-3	Participants in Adult Education by FACILITY, for 1969 and 1972	97

LIST OF TABLES
(CONTINUED)

Table		Page
VII-4	Participants in Adult Education by CREDIT, for 1969 and 1972	99
VII-5	Participants in Adult Education by WRITTEN ACTIVITIES CODED BY CENSUS EDITORS, for 1969 and 1972	101
VII-6	Participants in Adult Education by PARTICIPANT'S OWN CLASSIFICATION OF ACTIVITY, for 1969 and 1972	105
VII-7	Participants in Adult Education by METHOD OF INSTRUCTION, for 1969 and 1972	107
VII-8	Reasons for Dropping a Course	109
VII-9	Participants in Adult Education by COMPLETION, for 1969 and 1972	110
VII-10	Dropout Proportions to Participants by Reason, 1972	114
VIII-1	Cooperatively Offered Programs by Source of Funding and Type of Co-Sponsoring Agency, United States, 1968-70	120
VIII-2	Changes in Adult Education Enrollments by Source of Primary Funding, United States, 1968-69 and 1969-70	122
VIII-3	Changes in Enrollment for the Four OE-Sponsored Adult Education Programs, United States, 1968-69 and 1969-70	123
VIII-4	Percent Part-Time Enrollment by Source of Primary Funding	124
VIII-5	Percent Part-Time Community College Enrollment by Source of Primary Funding	125
VIII-6	Changes in Adult Education Instructional Staff by Source of Primary Funding, United States, 1968-69 and 1969-70	126
VIII-7	Changes in Instructional Staff for the Four OE-Sponsored Adult Education Programs and the Rate of Change for Enrollments, United States, 1968-69 and 1969-70	127

LIST OF TABLES
(CONTINUED)

Table		Page
VIII-8	Rates of Change in Enrollments and Instructional Staff, United States, 1968-69, 1969-70	128
VIII-9	Percent Part-time Instruction Staff by Source of Primary Funding	129
VIII-10	Percent Part-time Instructional Staff by Program	129
VIII-11	Percent Part-time Community College Instructional Staff by Source of Primary Funding	130
VIII-12	Ratio of Enrollments to Instructional Staff in Adult Education by Source of Primary Funding, United States, 1968-69 and 1969-70	131
VIII-13	Primary Purpose Ratings of Programs by Educational Categories and Primary Source of Governmental Funding, United States, 1968-69 and 1969-70	132
X-1	Adults with Less than an Eighth Grade Education (By age)	152
X-2	Employment Rates by Race and Level of Educational Attainment	152
X-3	Employment Rates for Males by Race and Level of Educational Attainment	153
X-4	Employment Rates for Males, by Race and Level of Educational Attainment (30-34 Years of Age)	153

LIST OF APPENDIX TABLES

Table		Page
1-1	Agency Codes	1-22
1-2	Target Groups	1-26
2-1	Persons 16 Years and Over, by Age and Race, United States, 1970	2-1
2-2	Persons 16 Years or Over with Less than an Eighth Grade Education, by Age and Race, United States, 1970	2-2
2-3	Persons 16 Years or Over with an Eighth Grade Education but Less than a High School Diploma, by Age and Race United States, 1970	2-3
2-4	Persons 16 Years and Over with Less than an Eighth Grade Education, Percentage to Total Population by Age and Race, United States, 1970	2-4
2-5	Male Persons 16 Years and Over with Less than an Eighth Grade Education, Percentage to Total Male Population, by Age and Race, United States, 1970	2-5
2-6	Female Persons 16 Years and Over with Less than an Eighth Grade Education, Percentage to Total Female Population, by Age and Race, United States, 1970	2-6
2-7	Persons 16 Years or Older with Less than an Eighth Grade Education, Percentage to Total Population for Each Age and Race Category, by Age and Race, United States, 1970	2-7
2-8	Persons 16 Years or Over with an Eighth Grade Education, but Less than a High School Diploma, Percentage of Total Population for each Age and Race Category, by Age and Race, United States, 1970	2-8
2-9	Employed Persons with Less than an Eighth Grade Education, by Age and Race, United States, 1970	2-9

LIST OF APPENDIX TABLES
(Continued)

Tables		Page
2-10	Employed Persons 16 Years or Over with an Eighth Grade Education but Less than a High School Diploma by Age and Race, United States, 1970	2-10
2-11	Employed Persons 16 Years and Over with Less than an Eighth Grade Education, Percentages to Total Population without an Eighth Grade Education, by Age and Race, Unites States, 1970	2-11
2-12	Employed Persons 16 Years or Over with Less than an Eighth Grade Education, Percentages of Total Population for Each Age and Race Category for the Same Education, by Age and Race, United States, 1970	2-12
2-13	Employed Persons 16 Years or Over with an Eighth Grade Education but Less than a High School Diploma, Percentages of Total Population for Each Age and Race Category for the Same Education, by Age and Race, United States, 1970	2-13
2-14	Male Employed Persons 16 Years and Over with Less than an Eighth Grade Education, Percentages to Total Male Population without an Eighth Grade Education by Age and Race, United States, 1970.	2-14
2-15	Female Employed Persons 16 Years and Over with Less than an Eighth Grade Education, Percentages to Total Female Population without an Eighth Grade Education by Age and Race, United States, 1970	2-15
2-16	Persons "Not in Labor Force or School," 16 Years or Over with Less than an Eighth Grade Education, by Age and Race, United States, 1970	2-16
2-17	Persons "Not in Labor Force or School," 16 Years or Over with an Eighth Grade Education but Less than a High School Diploma, by Age and Race, United States, 1970	2-17

LIST OF APPENDIX TABLES
(Continued)

Table		Page
2-18	Persons "Not in Labor Force or School," 16 Years or Over with Less than an Eighth Grade Education, Percentages to Total Population for Each Age and Race Category for the Same Education, by Age and Race, United States, 1970	2-18
2-19	Persons "Not in Labor Force or School," 16 Years or Over with an Eighth Grade Education but Less than a High School Diploma, Percentage to Total Population for Each Age and Race Category for the Same Education, by Age and Race, United States, 1970	2-19
3-A-1	Total Population Age 17 and Over, Population Not Full-Time Students, Participants in Adult Education Non-Participants and Full-Time Students, by Age: United States, Year Ending May, 1969	3-A-1
3-A-2	Total Population Age 17 and Over, Population Not Full-Time Students, Participants in Adult Education Non-Participants and Full-Time Students, by Education: United States, Year Ending May, 1969	3-A-3
3-A-3	Total Population Age 17 and Over, Population Not Full-Time Students, Participants in Adult Education Non-Participants and Full-Time Students, by Race: United States, Year Ending May, 1969	3-A-5
3-A-4	Total Population Age 17 and Over, Population Not Full Time Students, Participants in Adult Education Non-Participants and Full-Time Students, by Sex: United States, Year Ending May, 1969	3-A-6-
3-A-5	Total Population Age 17 and Over, Population Not Full-Time Students, Participants in Adult Education and Non-Participants: by Sex, Race and Age: United States, Year Ending May, 1969	3-A-7

LIST OF APPENDIX TABLES
(Continued)

Table		Page
3-A-6	Total Population Age 17 and Over, Population Not Full-Time Students, Participants in Adult Education Non-Participants and Full-Time Students, by Selected Occupations: United States, Year Ending May, 1969	3-A-10
3-A-7	Total Population Age 17 and Over, Population Not Full-Time Students, Participants in Adult Education and Non-Participants, by Labor Force Status: United States, Year Ending May, 1969	3-A-11
3-B-1	Participants by Education Category, Adult Basic Education - Adult Secondary Education, by Age, for 1969 and 1972	3-B-19
3-B-2	Participants by Education Category, Adult Basic Education - Adult Secondary Education, by Education, for 1969 and 1972	3-B-20
3-B-3	Participants by Education Category, Adult Basic Education - Adult Secondary Education, by Race, for 1969 and 1972	3-B-21
3-B-4	Participants by Education Category, Adult Basic Education - Adult Secondary Education by Sex, for 1969 and 1972	3-B-22
3-B-5	Participants by Education Category, Adult Basic Education - Adult Secondary Education, by Sex-Race, for 1969 and 1972	3-B-23
3-B-6	Participants by Education Category, Job-Related-Education, by Age, for 1969 and 1972	3-B-24
3-B-7	Participants by Education Category, Job-Related-Education, by Education, for 1969 and 1972	3-B-25

LIST OF APPENDIX TABLES
(Continued)

Table		Page
3-B-8	Participants by Education Category, Job-Related-Education, By Race, for 1969 and 1972	3-B-26
3-B-9	Participants by Education Category, Job-Related-Education, by Sex, for 1969 and 1972	3-B-27
3-B-10	Participants by Education Category, Job-Related-Education, by Sex, Race, Age, for 1969 and 1972	3-B-28
3-B-11	Participants by Education Category, Adult Functional Education, by Age, for 1969 and 1972	3-B-32
3-B-12	Participants by Education Category, Adult Functional Education, by Education, for 1969 and 1972	3-B-33
3-B-13	Participants by Education Category, Adult Functional Education, by Race, for 1969 and 1972	3-B-34
3-B-14	Participants by Education Category, Adult Functional Education, by Sex, for 1969 and 1972	3-B-35
3-B-15	Participants by Education Category, Adult Functional Education, by Sex, Race, Age, for 1969 and 1972	3-B-36
3-B-16	Participants by Education Category, Education for Personal Development by Age, for 1969 and 1972	3-B-40
3-B-17	Participants by Education Category, Education for Personal Development by Education, for 1969 and 1972	3-B-41
3-B-18	Participants by Education Category, Education for Personal Development by Race, for 1969 and 1972	3-B-42

LIST OF APPENDIX TABLES
(Continued)

Table		Page
3-B-19	Participants by Education Category. Education for Personal Development by Sex, for 1969 and 1972	3-B-43
-B-20	Participants by Education Category, Education for Personal Development by Sex, Race, Age, for 1969 and 1972	3-B-44
3-B-21	Participants by Education Category, Residual, by Age, for 1969 and 1972	3-B-48
3-B-22	Participants by Education Category, Residual by Education, for 1969 and 1972	3-B-49
3-B-23	Participants by Education Category, Residual by Race, for 1969 and 1972	3-B-50
3-B-24	Participants by Education Category, Residual by Sex, for 1969 and 1972	3-B-51
3-B-25	Participants by Education Category, Residual by Sex, Race, Age, for 1969 and 1972	3-B-52
3-B-26	Participants by Reason, "To Improve or Advance in Job" by Age, for 1969 and 1972	3-B-56
3-B-27	Participants by Reason, "To Improve or Advance in Job" by Education for 1969 and 1972	3-B-57
3-B-28	Participants by Reason, "To Improve or Advance in Job" by Race, for 1969 and 1972	3-B-58
3-B-29	Participants by Reason, "To Improve or Advance in Job" by Sex, for 1969 and 1972	3-B-59
3-B-30	Participants by Reason, "To Improve or Advance in Job" by Sex, Race, Age for 1969 and 1972	3-B-60

LIST OF APPENDIX TABLES
(Continued)

Table		Page
3-B-31	Participants by Reason, "To Get a New Job," by Age for 1969 and 1972	3-B-64
3-B-32	Participants by Reason, "To Get a New Job," by Education, for 1969 and 1972	3-B-65
3-B-33	Participants by Reason, "To Get a New Job," by Race, for 1969 and 1972	3-B-66
3-B-34	Participants by Reason, "To Get a New Job," by Sex, for 1969 and 1972	3-B-67
3-B-35	Participants by Reason, "To Get a New Job," by Sex, Race, Age, for 1969 and 1972	3-B-68
3-B-36	Participants by Reason, "For Community Activity," by Age, for 1969 and 1972	3-B-72
3-B-37	Participants by Reason, "For Community Activity," by Education, for 1969 and 1972	3-B-73
3-B-38	Participants by Reason, "For Community Activity," by Race, for 1969 and 1972	3-B-74
3-B-39	Participants by Reason, "For Community Activity," by Sex, for 1969 and 1972	3-B-75
3-B-40	Participants by Reason, "For Community Activity," by Sex, Race, Age, for 1969 and 1972	3-B-76
3-B-41	Participants by Reason, "For Personal or Family Interests," by Age, for 1969 and 1972	3-B-80
3-B-42	Participants by Reason, "For Personal or Family Interests," by Education, for 1969 and 1972	3-B-81
3-B-43	Participants by Reason, "For Personal or Family Interests," by Race, for 1969 and 1972	3-B-82

LIST OF APPENDIX TABLES
(Continued)

Table		Page
3-B-44	Participants by Reason, "For Personal or Family Interest," by Sex, for 1969 and 1972	3-B-83
3-B-45	Participants by Reason, "For Personal or Family Interests," by Sex, Race, Age, for 1969 and 1972	3-B-84
3-C-1	Standard Errors of Estimated Numbers Total of White Population	3-C-1
3-C-2	Standard Errors of Estimated Numbers Negro and Other Races	3-C-1
3-C-3	Standard Errors of Estimated Percentages Total or White to Population	3-C-2
3-C-4	Standard Errors of Estimated Percentages Negro and Other Races	3-C-3
5-1	Participants by Education Category, Adult Basic Education - Adult Secondary Education, by Sponsor or Administrator, for 1969 and 1972	5-1
5-2	Participants by Education Category, Job-Related-Education by Sponsor or Administrator, for 1969 and 1972	5-3
5-3	Participants by Reason, "To Improve or Advance in Job," by Sponsor or Administrator, for 1969 and 1972	5-5
5-4	Participants by Reason, "To Get a New Job," by Sponsor or Administrator, for 1969 and 1972	5-7
5-5	Participants by Education Category, Adult Functional Education, by Sponsor or Administrator, for 1969 and 1972	5-9
5-6	Participants by Reason "For Personal or Family Interests," by Sponsor or Administrator, for 1969 and 1972	5-11

LIST OF APPENDIX TABLES
(Continued)

Tables		Page
5-7	Participants by Reason, "For Community Activity," by Sponsor or Administrator, for 1969 and 1972	5-13
5-8	Participants by Education Category, Education for Personal Development, by Sponsor or Administrator, for 1969 and 1972	5-15
5-9	Participants by Education Category, Residual, by Sponsor or Administrator, for 1969 and 1972	5-17
5-10	Participants by Education Category, Adult Basic Education - Adult Secondary Education, by Payment, for 1969 and 1972	5-19
5-11	Participants by Education Category, Job-Related-Education, by Payment, for 1969 and 1972	5-20
5-12	Participants by Reason, "To Improve or Advance in Job," by Payment, for 1969 and 1972	5-21
5-13	Participants by Reason, "To Get A New Job," by Payment, for 1969 and 1972	5-22
5-14	Participants by Education Category, Adult Functional Education, by Payment, for 1969 and 1972	5-23
5-15	Participants by Reason, "For Personal or Family Interests," by Payment, for 1969 and 1972	5-24
5-16	Participants by Reason, "For Community Activity," by Payment, for 1969 and 1972	5-25
5-17	Participants by Education Category, Education for Personal Development, by Payment, for 1969 and 1972	5-26
5-18	Participants by Education Category, Residual, by Payment, for 1969 and 1972	5-27

I

OBJECTIVES AND CONTENT OF THE PROJECT

CONTEXT

Over the past decade, the number and diversity of educational programs for adults has increased dramatically. Federal sponsorship of such programs has become widespread and substantial, spurred by such legislation as the Adult Education Act, Title I of the Higher Education Act, and the Comprehensive Employment and Training Act, to mention only a few of the more significant mandates. Concurrently with this increased diversity and activity, scholars, interest groups and others have actively begun to express their views about the merits and deficiencies of the present adult education arrangements, the conceptual bases on which they rest and the forms and directions they should take.

The Adult Education Act (Public Law 91-230, Title III) stated as its purpose "... to expand educational opportunity and to encourage the establishment of programs of adult public education that will enable all adults to continue their education to at least the level of completion of secondary school and make available the means to secure training that will enable them to become more employable, productive and responsible citizens." Section 309(b) of the Act authorized the Commissioner of Education to make grants to various local agencies for special projects to further the purposes of the Act principally as demonstrators and disseminators of unusually effective approches. At the time of the genesis of the requirement for this study, the Special Projects Program had been conducted for seven years, and had spent about $50 million on some 280 projects.

Along with the growth of adult education, many have increasingly challenged traditional concepts of purpose, students, content, delivery, government involvement and some of the other foundations on which the existing system has been built. In response to these various forces and factors, the Office of Education determined that it was appropriate to conduct a project of research and evaluation of the Special Projects Program, and eventually more crucially, to identify and explore significant policy issues in adult education in ways that provide guidance to the Federal Government and particularly the Office of Education.

OBJECTIVES OF PROJECT

While there have been some changes in particular objectives of the project, its basic and overriding purpose has remained constant:

> To identify and explore various policies for the Federal Government concerning the education of adults.

Initially, the Special Projects Program was to be evaluated both as a means of obtaining useful data for purposes of policy identification, analysis and formulation and to assess the results of the Government's investment in this effort. However, the change in locus of Special Project authority (from the Federal to the State level) which occurred with passage of Public Law 93-380, and the fact that these programs were concerned almost exclusively with adult basic and secondary education resulted in a change in this approach. The focus of this study shifted principally to policy identification and exploration, and study of the Special Projects Program was confined to review of source materials (field work was initially envisioned) to determine if any policy insights might be so gained.

To narrow the objective stated above, a limited number of more operational, but still comprehensive project objectives were stated, as follows:

1. To define the need for various types of adult education for the entire population and selected sub-groups,

2. to describe the current response to that need at Federal, State and local levels,

3. to identify and analyze differences between need and response, and

4. to identify and explore alternative roles for the Federal Government (policies) to address such unsatisfied or emerging needs as may be identified.

It is emphasized that this study is concerned with all types of education for adults, not solely basic or secondary education. It deals also with job related, functional and other educational activities, at all levels, with the goal of determining how education can relate most effectively to adults' needs now and in the future. The principal exclusions are full time education in traditional institutions such as high schools, colleges and universities and one way communication such as radio and TV broadcasts and distribution of printed materials.

PROJECT DESIGN AND CONTENT

The Need for Education of Adults

To determine the need for the education of adults it was dedecided that available studies of the educational status of adults should be reviewed and that educational profiles of the population and certain groups within the population should be prepared. Concurrently, to determine what the educationally related capabilities of adults should be, and to develop some bases for estimating need, it was decided to review relevant legislation, the significant social and educational literature and available surveys and to consult with outstanding leaders in the field. Thus, to describe the need for education of adults, we have two goals:

1. To describe the educational status of the population as a whole and specific sub-groups of the population, and

2. to develop criteria of educational status, attainment and/or competence with which one could compare actual current conditions.

For example, an educationally related attainment criterion might be literacy. The purpose of the profile data is to provide indications of the extent of literacy of the population and population subgroups. Reference to Chapters III and IV will indicate that information is provided about the needs, and the educational and competency status of adults.

In addition, this report suggests that one important measure of need is the manifest desires of adults with respect to learning and education. Consequently, we have explored extensively the most reliable data about the participation of adults in educational activities and the various surveys of their educational interests and preferences. This material too is presented in Chapter V.

The Supply of Adult Education

Existing adult education programs may be considered the supply side of the demand-supply equation as far as formal educational approaches are concerned. One objective of this study is to describe the extent and nature (though not quality) of these educational programs. Describing them is handled in several ways. Chapter VI includes a discussion of federally supported programs for adults. Chapter VII discusses selected aspects of the delivery system of adult education derived from an analysis of participation data. In Chapter VIII, the provision of programs at the State and local levels is described from documentary sources, and by inference, from surveys of adults participating in such programs.

It was beyond the scope of this study to assess the quality of the various educational offerings for adults. Some indirect measures, based principally on student response to their participation in such programs, are included, however.

In spite of the limitation of the approach, it is believed that the report does provide some useful indications of the supply of educational opportunities for adults.

Unsatisfied and Emerging Needs

Another operational objective of the project is to identify adults' unsatisfied and emerging needs for education. The analyses that are contained in the report deal with a full range of educational possibilities and needs and population groups. Broad discrepancies between need and supply are identified as well as those applying only to particular sub-groups in specific educational fields. The objective here is to provide the reader with an analysis of need and supply data that will permit many interpretations and serve many purposes. These data also permit identification and exploration of some of the crucial policy issues.

Policy Statement and Exploration

The objective that is satisfied in this report is the identification and exploration of policy issues in adult education. Due to the varied nature of the policies and issues that are identified as particularly significant, the depth and detail of analysis is not uniform for all. Nevertheless, the objective is to provide policy makers with stimuli for consideration of the issues and the relevant data and analysis to support and guide their deliberations.

As indicated more fully in the chapters dealing with this subject, the report was concerned itself with rather fundamental issues of purpose, constituency, goals, priorities and delivery systems. The data are arranged to illuminate some of the important options to be considered in each policy area.

DISCLAIMERS

Because of the changes in the context in which the project has been undertaken and because of the complexity and turmoil in the field of adult education, it is appropriate to note some objectives that this project is not designed to satisfy, as follows:

1. It is not an evaluation of the administration, organization or personnel of any agency, department, commission, bureau or office of Federal, State, or local government, or of the Special Projects Program.
2. It is not a detailed analysis of intra or inter-governmental relations as related to adult education.
3. It is not a benefit-cost study of adult education.
4. It is not a national field survey of participants in or providers of adult education programs.
5. It is not an historical review of this field.

Thus, this project is less concerned with the current details of the operation of educational programs for adults than with efforts to provide some empirically based broad guidance concerning what education for adults should seek to achieve, for whom it should be available, what its priorities should be, and what are appropriate roles for the Federal Government. Only when such basic policy areas have been explored, and when fundamental decisions have been reached, does it become appropriate to deal with the obviously important details of implementation.

II

METHODOLOGY

DEFINITIONS

Early in the project it became evident that there was little agreement as to the meaning of the term adult education and that definitions and terminology in the field of adult education were often confusing and overlapping. Consequently, an early task was to develop an overall definition of adult education and a set of definitions of categories of adult education to be used throughout the project.

The overall definition of adult education that has governed this project is as follows:

> Organized instruction provided to persons beyond compulsory school age (17 and over) who are not enrolled full-time in a regular school or college program. Educational activities consist only of those in which there is two-way communication such as lecture-discussion, correspondence or exchanges via electronic media. (Excluded are one-way television or radio broadcasts and printed material for general distribution to the public.)

This definition has been used by the National Center for Education Statistics and the Bureau of the Census in three national surveys of participation in adult education.[1] Therefore, it has the benefit of being generally accepted and has guided collection of one of the most important continuing sources of data in the adult education field, that is the NCES participation surveys.

---

[1] Imogene E. Okes, *Participation in Adult Education,* Final Report, 1969, U.S. Department of Health, Education, and Welfare, Office of Education Catalogue No. HE5,312:13041. Washington, D.C.: U.S. Government Printing Office, 1971, 55 pp.

Within this general definition, five general classifications of adult education were defined based on the purpose of each. The classification scheme was based on the purpose for which an individual engages in a specific educational activity rather than the content, level (secondary, college, etc.), method of delivery (classroom, correspondence, etc.), age of the persons taking the particular program (youth, middle years, elderly), or source of the program (public school, community organization, etc.). The five categories of adult education and their definitions are as follows:

> Adult Basic Education (ABE). Basic education for adults involves remedial education and/or the learning of fundamental English literacy and computational skills. Measurement of adult attainment levels in basic level education may be gauged either by traditional grade levels (from 0 to 8th grade) or by functional criteria, such as the ability to read simple newspaper accounts or balance a checking account. English-as-a-second language may be included under this category. This definition accords with the one traditionally used.
>
> Adult Secondary Education (ASE). Secondary level education for adults involves the further upgrading of literacy and computational skills, as well as achieving familiarity with history, science and literature up to a level needed to obtain a high school equivalency certificate (General Education Degree) or high school degree. While the GED is tied to traditional grade levels, it also serves as an indication of a functional educational level recognized by most employers and Governmental agencies. English-as-a-second language is often included under this category. This definition corresponds to that generally used in the field of adult education.

Job-Related Education (JRE). Such programs involve the training of participants for employment and may involve remedial education with limited amounts of reading, writing, computation, and/or other skills at a level sufficient to enable the participants to carry out tasks required for the types of jobs for which they are being trained. (For example, an individual training as a plumber's assistant may need instruction in measuring for pipe fitting.)

Job-related education may be to provide, enhance or update skills, competencies or information needed for employment. It is defined to include all varieties of occupationally related education whether vocational or technical training, career education or professional education. This category was further divided to include:

Job-related pre-service education that can be taken either for labor force entry, career change or rehabilitation purposes, and

Job-related in-service education that can be taken for upgrading or updating skills related to employment. Included are on-the-job training activities and professional education programs. Also included are educational activities at colleges or universities when they are job related and taken by an individual who is outside the traditional full-time educational sequence.

Adult Functional Education (AFE). Education to develop coping skills and competencies of a non-occupational nature and/or to provide information needed for effectively functioning in society. This type of education was viewed as developmental in scope - that is, covering skills and needs which are age-related (such as parent-child relations, interpersonal relations and retirement planning.)

This category covers the range of information and skills which are theoretically needed for functioning in society. Examples here include understanding the political process, information on drug abuse or tobacco use, and home maintenance. This category includes the concept of functional competence suggested in the Adult Performance Level project of the University of Texas.

Education for Personal Development (EPD). Education for personal development is solely to achieve personal growth, for self-awareness and understanding, or for personal interest. It includes activities from scholarly learning to hobbies and recreation. It is education purely for self-actualization. It is not associated with a need (such as occupational or functional) other than that of fostering personal development.

The five types of adult education delineated above were viewed as generally independent from one another even though an individual may take one course for occupational reasons while another person may take the same course for functional reasons. This classification system is consistent with the primary motivation of adults for participating in adult education programs.

PROJECT SUB-STUDIES

Four related studies were conducted to provide the data utilized in this project. Each of these studies is described very briefly below and in considerably more detail in appendices associated with each text chapter.

Census Data

One of the objectives of the project is to describe the educational status of the adult population and also to gain insights into the nature of the status of particular population sub-groups. Toward this end, a detailed examination was made of the 1970 Census of population. The adult population figures have been distributed according to several key demographic variables: educational attainment, employment status, age, race and sex. These variables have been utilized in portraying total adult population, employed persons, persons not in the labor force and those not in the labor force and not in school. Particular attention was devoted to classifying the population by educational status with less than eighth grade, eighth grade but less than twelfth grade, and high school graduate being the categories used. Chapter IV is based on an analysis of these data.

Participation Data

Extensive use has been made of the 1969 and 1972 surveys conducted by the Bureau of the Census for the National Center for Education Statistics of the Office of Education. Surveys have been conducted in 1969, 1972 and 1975, entitled *Participation in Adult Education* and the first two of these provided the data that has been used throughout this project to describe the nature and extent of participation in adult education and possible trends that are emerging.

Tables were developed related to each of the major categories of adult education:

Adult basic and secondary education

Job-related education

Adult functional education

Education for personal development

Within each educational category, participation data have been classified by the age, race, sex and level of educational attainment of the participants and a variety of analyses were conducted utilizing these data. Moreover, changes between the 1969 and 1972 counts were computed and tested for statistical significance.

The analysis of the participation data provides information as to the extent and characteristics of the present demand for adult education as manifest by actual involvement in such programs in 1969 and 1972. Further, these surveys provide certain data (such as nature of sponsor, drop out rates and source of participant's financial support) that are useful in analyzing the national adult education delivery system.

Another related set of participation surveys was used in this project. This set was designed by and conducted for the National Center for Education Statistics and is entitled *Adult Education in Public School Systems 1968-69 and 1969-70*. While the adult education participation studies noted above were surveys of participants themselves, the latter studies sought data from institutions providing or supporting adult education programs. These studies are particularly revealing in terms of the relative participation of Federal, State and local educational institutions in programs for adults. These data are used also to provide information about the adult education delivery arrangements particularly at State and local levels.

Federal Program Data

Investigations of Federal adult education programs are designed to provide information with respect to the Federally sponsored supply of adult education. The primary source used to identify such programs was the *Catalog of Federal Domestic Assistance* compiled by the Office of Management and Budget. From this source, a compilation of Federally supported and/or conducted adult education programs was developed with information about funding, program purpose and other characteristics, including type of education offered, administering agency, types of assistance provided with Federal funds and who receives the assistance, and target groups.

Bibliographic Data

A review was made of the major writings, research and publications in the adult education literature. This information was used to help to identify and explore policy issues. In addition, it is provided in an annotated bibliography of literature dealing with policy issues in adult education.

Appendix I of Volume II describes in detail the methodologies employed to conduct the research and analysis in each of the above sub-studies.

III

THE NEED FOR ADULT EDUCATION

BRIEF HISTORICAL REVIEW

It is generally recognized that a society's educational system reflects its basic values and is designed to help satisfy its perceived needs for survival and growth. For instance, public education was initially supported to qualify an adequate number of persons to handle jobs requiring literacy, computational skills and other capabilities not generally learned in the home. It was, and is, viewed largely as a method of training (in skills, attitudes, values and behaviors) a work force to satisfy the country's economic requirements and, at least to some extent, its requirements for a responsible electorate. Many educational practices, such as grading students, were practical responses to then current needs such as determining which students could most readily absorb increasing doses of education and which should return to the farm.

Adult education, too, developed in response to practical needs. As waves of illiterate immigrants entered this country in the last half of the Nineteenth Century and later, a system arose to process them so that they satisfied the requirements of the economy for workers and those of the society for some degree of informed participation (or acquiescence) in the democratic processes of governance. Moreover, the immigrants themselves generally shared a strong desire to participate in the economy and in democratic society -- the twin attractions of America. Thus, early institutionalized education for adults focused on literacy and citizenship. The efficacy of this early system (plus the grace of time and the absorptive capacity of the country) are amply demonstrated by the fact that these successive immigrant groups have become integrated into the economic, social and political life of the country.

It should be noted that these early adult education programs involved both public schools and other public institutions as well as private institutions. The "settlement houses" are particularly memorable in this regard. Even then, hours of instruction were flexible to permit working people to attend classes at night and "teachers" were not the "credentialled" group we know today, but anyone with the will and modest skills required to help. These early developments occurred before the great growth of institutionalization in education that paralleled similar developments in industry, politics and other aspects of American life.

Other historical factors associated with adult education are also revealing, especially when compared with current conditions. For instance, training required for most occupations was generally obtained on the job and was modest and informal. Vocational education was not a common prerequisite for employment. Further, leisure time was scarcely available to most people as they struggled to cope with long working days and weeks, large families and the practical problems of achieving the American dream. Demands for cultivation of one's higher sensitivities tended to be limited and education for adults had the relatively practical focus already indicated.

The genesis of what is commonly viewed as the present adult basic education focus (literacy and citizenship) was a response to very specific and perhaps unique requirements of a particular period of the country's development when immigration was such an important factor. Whether aspects of the present system that focus on these same goals are anachronisms in view of today's economic, social and demographic realities, is a question more fully explored in the policy discussion.

PURPOSE OF CHAPTER

The objectives of this chapter are to define required capabilities (needs) of adults that are educationally related and to suggest some measures of these needs. The reason this chapter is necessary is that there does not appear to be a useful concensus as to what adults need in the way of education and there is some confusion between educational ends and means. For instance, some writers stress the need for literacy (an end) while others stress the need for basic education (a means). The lack of concensus as to need and the confusion noted above make it difficult to define needs precisely, to determine the extent and nature of unmet needs and to analyze policy options.

This chapter attempts to derive statements of educationally related needs from a brief analysis of current and emerging social and economic conditions.

NEEDS FOR ADULT EDUCATION DERIVED FROM ECONOMIC AND SOCIAL CONDITIONS

Before deriving statements of need from an analysis of economic and social conditions, it may be appropriate to note that these do not necessarily imply that all persons should have the same type or extent of education. Not only do the economy and society require persons with different levels and types of skills, but individuals themselves are differently endowed and have various aspirations and interests. Therefore, the concept of educational need does not automatically mean uniformity of education for all persons. As indicated below, it is suggested that certain needs are almost universal while others are more selective.[1]

The Economy and Educational Requirements

One of the most generally recognized functions of education is to fit persons to participate productively as workers in the economy.

---

[1] National Commission on the Financing of Postsecondary Education *Financing Postsecondary Education in the United States* (Washington, D.C.: Government Printing Office, 1973), pp. 53-62.

This subject has been given exhaustive treatment in recent literature.[1] Based on a review of the literature and a knowledge of current and anticipated economic conditions, one can specify that there are a series of educationally related capabilities that are required for employment that is satisfying to the employee and meets the needs of the economy.

Almost every position requires at least a minimum capability to read and write as well as perform basic computational skills. Every position also requires that the worker observe the conventions of social relations with other workers, with supervisors and employers, and that he treat properly the facilities and equipment where he works. In short, that he is socialized.

Satisfying work increasingly requires that the worker have job related skills, that is some vocational specialization, if he is to move beyond the most marginal occupations. This is a reflection of the ever increasing complexity of the economy and its requirement for specialists. Moreover, because of the dynamic nature of the economy, job requirements frequently change and the worker must have the capacity and interest to change his skills to meet these new requirements.

The capabilities noted above may be considered a set of criteria to be met by adult education. Since one of the purposes of this project is to attempt to determine the extent to which these criteria are satisfied, it is necessary to have measures of achievement. The measures identified below are not necessarily ideal but are practical in their application.

---

[1] Striner, Herbert, *Continuing Education as National Capital Investment*, Kalamazoo, W.E. Upjohn Institute, 1971.

Selma J. Muskin, "Resource Requirements and Educational Obsolescence," in E.A. Robinson and J.E. Vaisey, eds., *The Economics of Education* (New York, St. Martin's Press, 1966).

Jon H. Goldstein, "The Need for Job Related Education Throughout Adult Life" (Washington, D.C." The Manpower Institute, Staff Paper, November, 1973).

A reliable and generally available measure of literacy and basic computational skills is level of educational attainment, particularly whether one has had an eighth grade education.

Socialization can be measured both by high school graduation and employment history as both are accepted evidence of the attributes associated with socialization. It should be noted that in this context a high school education is not a goal itself nor an indication of certain scholastic proficiencies, but a means to indicate acceptable social attitudes and behaviors.

Several measures provide insights as to the skill levels of the population. One is the nature and extent of the educational attainments as this will indicate the technical and professional proficiencies achieved. Another is occupational status as certain proficiencies are required for employment in certain occupations. A third indicator is participation in vocational or job related education courses as this too indicates not only the skills being acquired but the prerequisite skills for participation in such courses.

The final criterion to meet for satisfying participation in the economic life of the country is the capacity for continual learning and this is not easy to measure. One indicator that is useful, however, is the extent of participation in adult education throughout a person's life.

It is interesting to note that the sum of these capabilities (or criteria) and their measures are often referred to in adult education legislation as "employability and productivity."

In subsequent chapters, determinations are made of the extent to which these economically related educational criteria are met by considering the specific measures that have been noted above.

Society and Educational Requirements

Among the dominant social themes emerging ever more forcefully is the drive of women, the elderly, and minority races for greater participation in society and access to opportunity without constraint by reason of their race, sex, language or age.[1] This does not necessarily suggest that there are to be no differences among persons in interest, attainment, rates or nature of participation in various social and economic activities, but that access should not be denied by reason of race, sex, or age.

What are the adult education implications of this social theme? Since the trend is toward removal of discriminatory inequities, a criterion is that all population groups (without regard to their race, sex, and age) should have equity of access to educational opportunities. Measures of access may be gained by reference to the participation data by demographic variables. For instance, these data indicate the extent of participation in various types of educational programs (such as job related education) and do so by race, age, sex of all adult education participants.

A second dominant social theme to be noted is the increase in the complexity of society and the fact that traditional educational methods (home, peers and schools) have not prepared many adults to cope with these realities.[2] Functional competency, to use the criteria of the Adult Performance Level Project of the University of Texas, is no longer naturally and automatically achieved with the growth from childhood to adult status. Among the functional competencies not naturally acquired are the ability to operate effectively as a consumer, and the ability to relate effectively to community institutions including school systems, publicly supported social service organizations, the justice system, etc. Thus, functional competence is a need in an increasingly specialized and complex society and if Americans are as deficient in these competencies as the University of Texas Study reports, then there is an enormous possibility for adult education to help people to acquire these skills and proficiencies. Measures of attainment of this set of criteria are available not only from the University of Texas Study, but also from data that show the extent and nature of adults' participation in functional education courses.

---

[1] U.S. Department of Labor, Employment Standards Administration, Women's Bureau, *Continuing Education for Women: Current Developments* (Washington, D.C., 1974).

[2] Ernest E. McMahon, Robert H. Coates, and Alan B. Knox, "Common Concerns: The Position of the Adult Education Association of the U.S.A.," *Adult Education,* V. 38, No. 3 (1968, pp. 197-213).

Warren Ziegler, "On Civic Literacy" (Syracuse, N.Y.: Syracuse University Research Corporation, Educational Policy Research Center, draft, July, 1974).

Adult Performance Level Project. University of Texas.

Finally, there is increasing acceptance of the concept that each person should have the opportunity for self-actualization, without regard to limitations by reason of age, sex, or race.[1] The criterion being identified is unrelated to a person's utility as a worker, or his ability to manage in the social environment. The thought is simply that if it satisfies a person to participate in an educational activity solely because of the personal gratification it will provide, this is a legitimate need. Data are available to measure participation in educational courses that fall within this general category of personal interest, self-improvement and satisfaction of curiosity.

Another criterion is that adult education must satisfy a wide variety of demands. It must relate to the increasingly pluralistic quality of our society so that content of courses, methods of presentation, access and other aspects of the delivery system cannot be monolithic, but have to relate sensitively to many audiences. Measures of attainment of this criterion are contained in both the adult education participation data and in the program data that indicate the extent to which there is variety in the present system.

---

[1] National Association of Black Educators, Statement of Ernest Dow, Executive Director, before the U.S. House, Committee on Education and Labor, *Elementary and Secondary Education Amendments of 1973, Hearings*, 93rd Congress, 1st Session, 1973.

PRIORITIES

Indicated above are educationally related capabilities or needs required by economic and social conditions. They have been expressed as criteria for the nation's adult education system and measures of attainment of these criteria have been suggested. These vary quite significantly in their nature and the institutional arrangements to satisfy them. Because there is already a burgeoning of demand (manifest in the participation data) it is unlikely that the adult education system will be able to meet fully all needs. To the extent that there is Federal intervention, priorities will have to be established that consider not only various groups with unmet needs for more adult education (expressed or latent), but the types of adult education to support and, by inference, the economic and social goals to emphasize.

IV

CENSUS DATA

BACKGROUND

The purpose of this chapter is to present data based on the 1970 decennial census, a total count of the population, undertaken by the Bureau of the Census.[1] These population figures are distributed according to several key demographic variables that relate particularly to the discussions in the earlier chapters.

From an economic perspective, certain capabilities have been enumerated as needed for employment. These include a competency in computation, literacy, socialization (personal characteristics that permit the individual to function effectively in a working environment), and any of a number of specific skills. These capabilities are often inferred or assumed to be present based on the achievement by the individual of an eighth grade education (ABE) or high school graduation (ASE) or more. Therefore, a large number of data breakdowns, although not necessarily presented in total here, were undertaken for those in the population with less than an eighth grade education; those with an eighth grade education but less than a high school graduation, and those with a high school graduation or more.

With employment the ultimate concern or need, employment and labor force data were addressed as well as data on unemployment by education and sex. Implicit in those analyses was the notion that employment might be achieved without the normal sequence of success or certifications in regular schools. The approach was, then, twofold, focusing on education as an important means to employment (and other desired capabilities for an enriched life) and on employment *per se* as achievement.

---

[1] Bureau of the Census, Census of Population, 1970, Final Report, PC(2)-6B.

Besides the demographic variables of education, employment, and "not in labor force" the other key demographic variables used in the analyses were age, sex, and race. Interrelationships among those variables paint one picture of the need structure in society.

In Appendix II, the reader can find detailed information about each major population sub-group. For each (White, Black, Spanish and Indian), cross tabulations are provided by educational status, age, employment status and age.

EDUCATIONAL ATTAINMENT LEVELS

In 1970 the Bureau of the Census counted a little over 141 million people in the nation who were 16 years or older. Of this number 18.3 million or 13% had less than an eighth grade education. Forty-eight million of the total 141 million people or 34% had an eighth grade education but did not graduate from high school. In other words, approximately 66.3 million people or 47% of the total population 16 years or older had not graduated from high school. Participation survey data, discussed in the next chapter, excludes those 16 years old and those who are full-time students; for this reason, it is important to pay close attention to the defined limits of the statistics throughout this report.

Only small percentages of the 18.3 million people without an eighth grade education were less than 35 years old.

- 13.9% of the total 18.3 million
- 13.5% of the 14.3 million White population
- 15.3% of the 3.7 million Black population
- 29.1% of the 1.7 million Spanish surnamed people

The data indicate clearly that it is among the older population that the educational attainment levels are the lowest.

Women are better educated than men for almost all age levels when the comparison is based on the achievement for an eighth grade education.

EMPLOYMENT

For the nation in 1970, 54.4% or 76.8 million of the 141 million population 16 years or over were employed. The percentage of population employed increased noticeably with higher educational attainment.

- 38.1% (7.0 million) of the 18.3 million with less than an eighth grade education
- 47.3% (22.7 million) of the 48 million with an eighth grade education but less than twelfth grade
- 63.0% (47.1 million) of the 74.8 million with a high school diploma or more

Data on the Black population showed some differences: 43.7% employed among the Black population without an eighth grade education (compared with 36.6% for White) and 65.5% of those who graduated from high school (compared with the White rate of 62.9%). However, for the population which had more than an eighth grade education but less than high school completion the racial difference in percentage of employment was about equal: total, 47.3%, White 47.3%, and Black 47.8%.

The data show a correlation between education level achieved and employment. Even so, there were 7.0 million people employed who had less than an eighth grade education; these numbers represented 9.1% of the total 76.8 million employed. Employment in this context, of course, tells little explicitly about the nature of the work or occupation. The assumption seems safe, though, that employment provides a source of income.

The percentage of employment by age span increases up to the age span 45-54 for the three educational levels. Not surprisingly, the percentage of employment, i.e., the percentage of number of people employed to the total number of people at respective educational levels, showed a larger percentage of men employed in each educational grouping. For instance, the employment percentage for men with less than an eighth grade education was 53.2% (or 5.0 million), whereas the percentage for women in the group was only 22.4% (or 2.0 million). Within each of the educational groups, Black women had at least an eight percent higher percentage employment than White women.

NOT IN LABOR FORCE AND NOT IN SCHOOL

Of the total population in 1970 (141 million) which was 16 years or more, 35.1% was "Not in Labor Force and not in School." The percentages of those neither "In the Labor Force" nor school declined as educational attainment increased.

- 58.3% or 10.7 million out of 18.3 million with less than a high school education
- 37.2% or 17.9 million out of 48 million with an eighth grade education but less than twelfth grade
- 28.1% or 21 million out of 74.8 million with a high school diploma or more

Consistent with expectations, the data reveal that the majority of those neither "In the Labor Force" nor in school are women. Further examination suggests that, as the three groupings of educational achievement are measured here, the proportion of men among men and women decreases for those not in the labor force or in school as the men's education increases. The reverse is true for women: as their educational level increases they form a larger proportion of those not in the labor force, not in school.

63.1% or 6.7 million out of 10.7 million men and women with less than an eighth grade education (the men's proportion would be 36.9%)

76.0% or 13.6 million out of 17.9 million men and women with an eighth grade education but less than twelfth grade

86.9% or 18.2 million out of 21 million men and women with a high school diploma or more

The data do not permit conclusions on what, if any, changes in pattern may take place at the higher educational levels.

Another way of looking at the data is to ask what proportion of all men at each educational level are neither in the labor force nor school. And the same can be done for women.

Men	Women	Educational Level
42.3%	74.8%	Less than eighth grade
18.8%	53.9%	Eighth grade but less than twelfth grade
7.8%	46.1%	High school graduation or more

Any way examined, women are behind men, and by noticeable amounts, in participating in the labor force. Various interpretations are possible, including the obvious one that women make the choice of family responsibilities. It is also possible that, other factors equal, women may be required to have attained a higher educational level than a man in the same employment situation.

The text table below distributes the number of unemployed persons in 1970[1] by the three educational groupings and by sex.

---

[1] *op.cit.*

These Bureau of the Census figures are similar to those that would be found with the Bureau of Labor Statistics for the same year.

TABLE IV-1

Unemployed Persons by Educational
Attainment (Approximate) and Sex for 1970*
(numbers in thousands)

	TOTAL	MALE	FEMALE
Less than Eighth Grade	432[1]	272	160
Less than Twelfth Grade but Eighth Grade	1,464	818	646
High School or More	1,640	810	830
Total	3,536	1,901	1,635

[1] Numbers may not sum because of rounding

*SOURCE: Derived from Bureau of the Census, Census of Population, 1970, Final Report, PC(2)-6B.

Of all 3.5 million unemployed people in the 1970 statistics, 46.4% had a high school education or more; for the men this was 42.6% and for the women, 50.8%. Conversely, only 9.8% of the unemployed women had less than an eighth grade education, while for the men the comparable percentage was 14.3%. Then, too, the men made up 63% of all those with less than an eighth grade education who were unemployed. Among the 1.6 million people with at least a high school degree, the number of men and women were about equal. People who do not seek or want a job are, of course, "Not in the labor force," and not counted as unemployed. Consequently, the less educated women may simply not seek work, reducing their number among the less educated in the unemployed category.

SUMMARY

Interest in educational attainment was due to its use as an index of the achievement of capabilities (computational skill, literacy, socialization, etc.) generally necessary for employment. Based on analysis of 1970 Census data, one can note that out of an adult population of 141 million in 1970, 13% or 18.3 million had less than an eighth grade education. Combining categories, forty-seven percent of the adult population had not graduated from high school. This lack of educational attainment was much more associated with the older population. For instance, only 14% of those with less than an eighth grade education (2.6 million out of 18.3 million) were under 35 years of age. For the Black race the comparable percentage was 15.3%; for the Spanish-surnamed people, 29.1%. Those data suggest minority groups still lag behind others in educational achievement in their younger years.

Use of labor force data is an indirect measure of the possible presence of skills and attitudes necessary for employment. Of the population 16 and over in 1970, 49.6 million or 35.1% of the 141 million people were neither "in the labor force" nor in school. For the three educational groupings the percentage of people neither "in the labor force" nor in school declined as education increased from a high of 58.3% to 28.1% for high school graduates. Understandably women made up the overwhelming numbers of people at each educational level who were neither "in the labor force" nor in school.

Of the 141 million people 16 years or over, 54.4% or 76.8 million were employed. As educational attainment increased, so did the percentages of those employed (from a low 38.1% to 63% for high school graduates). However, those employed among people without an eighth grade education made up 9.1% of the total employment of the population (or 7 out of 76.8 million). Moreover, within each educational level the percentage of those employed within an age span increased up to the span of 45-54 years. As for the sexes, the educational attainment of men was more highly related to employment than for women. Men had a higher percentage of employment than women within each educational grouping. Black women showed at least 8% more employment than White women at each educational level.

The Bureau of The Census data for 1970 reveals that a large segment of society lacks a high school diploma or even the achievement of an eighth grade level of education. However, the overwhelming numbers of such people are found to be over 35 years old. The importance of education to labor force status and employment is beyond cavil: the correlation is high. Nevertheless, the data are clear. Millions of people without educational credentials are employed. Moreover, the capabilities for employment must come from outside the academic sphere. To some extent, the data suggest that age can be taken as an index of requisite capabilities. The older the person (up to middle age) the more likely he is to be employed; this is true within each level of educational achievement.

Unemployment statistics further help to place these conclusions in perspective. Of those tabulated by Census in 1970 as unemployed, the 432,000 unemployed with less than an eighth grade education represented only 2.4% of all those at that educational level. Similarly, the 1,896,000 unemployed with less than a high school education (combining the two lowest categories) was only 2.9% of all those without a high school diploma. Despite the educational deficit, only a very small fraction of these people in 1970 were unemployed.

Reference to Appendix II provides data with respect to the educational status of racial and age sub-groups of the population.

The data do suggest that the lack of adequate educational attainment is a barrier to employment for many people. For others, it is not. But employment by itself reveals nothing about the occupational level or its permanency. The next chapter will provide information about how various demographic groups use adult education to meet their needs. With the background of data in this chapter and the next, an integrative summary will follow in a later chapter.

V

PARTICIPATION DATA

INTRODUCTION

In 1969, the United States Office of Education's (USOE's) National Center for Education Statistics (NCES) instituted the triennial series of participation surveys on adult education to be conducted by the Bureau of the Census. This adult education survey has been added on to the Current Population Survey in May of 1969, 1972, and 1975 (data for the last survey are not available).

The consistent methodology used by the Bureau of the Census in 1969 and 1972 along with the insertion of significant questions by NCES make these results the best picture at present of adult education participation in the United States and the best weather vane of the direction it may be taking.

The first national survey of participants occurred in 1957; this study was conducted by the Bureau of the Census for the USOE.[1] In 1962, a second survey was carried out by the National Opinion Research Center under sponsorship of the Carnegie Corporation.[2] Under the direction of the Educational Testing Service, another national survey of adult education participation was conducted in 1972.[3] These studies differed among themselves in the definition of adult education, the age range included, and the sampling method.

---

[1] John B. Holden, "A Survey of Participation in Adult Education Classes," *Adult Leadership*, Vol. 6, No. 10, April, 1948, pp. 258-260, 270; and

Marie D. Mann and Marthine V. Woodward, *Participation in Adult Education,* U.S. Department of Health, Education, and Welfare: Office of Education, Circular No. 539 (Washington, D.C.: U.S. Government Printing Office, 1959). 36 pp.

[2] John W.C. Johnstone and Ramon J. Rivera, *Volunteers for Learning,* National Opinion Research Center (Chicago: Aldine Publishing Co., 1965), 624 pp.

[3] K. Patricia Cross, John R. Valley and Associates, *Planning Non-Traditional Programs, Commission on Non-Traditional Study* (San Francisco: Jossey-Bass Publications, 1974), 263 pp.

The NCES participation surveys use the same definitions, questions, and sampling methodologies each time. The definition of adult education used in these surveys is the same one employed in this project. It includes the notion of formalized instruction for those 17 years or older who are not full-time students. Each survey consisted of a screener question to identify participants and a 12-item questionnaire for participant completion. Up to 50,000 households, covering approximately 100,000 people, were contacted for each of these surveys. Besides the interrelationships among the responses to the 12 items, other analyses were possible using the demographic data collected by Census on each participant as part of the Current Population Survey. The report on the 1969 participation survey has been published;[1] the 1972 report is in preparation.[2] The data and analyses in this chapter are derived from material from these two reports.

The basic findings of the NCES participation surveys cause little surprise to those knowledgeable about education and are consistent with relationships in other studies; in addition to these consistencies, the second survey can be considered in one context a replication test of the first survey. Some may feel, though, that the Bureau of Census estimates of the national figures from their sample numbers are conservative. One suspects that when terminological differences are resolved, the discrepancy between the beliefs in larger numbers and the survey results will diminish. Whether or not the participation data are conservative, they provide the most authoritative basis to understand who the participant is, what he is taking, and how he goes about it. No other surveys to date have collected the multifaceted information on this subject or have had published as much raw data on the area. Additionally, to realize that at least one out of every ten adults over 16 years and not a full-time student participated in adult education in 1972, is to be impressed by the magnitude of the participating population. To find the proportional increase of participants between 1969 and 1972 exceeded that for the total population by three times is to be confronted further by a phenomenon that must receive increasing attention.

---

[1] Imogene E. Okes, *Participation in Adult Education, 1969: Final Report,* U.S. Department of Health, Education, and Welfare; Office of Education, National Center for Education Statistics, 75-165. Stock Number 1780-01374. Washington, D.C.: U.S. Government Printing Office, 1974, 139 pp.

[2] Imogene E. Okes, *Participation in Adult Education, 1972,* U.S. Department of Health, Education, and Welfare; National Center for Education Statistics (in preparation).

With the use of the NCES data, this chapter treats adult education participants by key demographic groups and by the types of educational activities pursued.

GENERAL FINDINGS

In May of 1972, there were 139 million non-institutionalized (not in armed forces, prisons, homes for the aged) people aged 17 years or over, who were not full-time students. During that past 12 months, 15.7 million of these people took 25.6 million courses, an average of 1.6 activities per participant. Comparable figures for 1969 were 13 million participants within a similar population of 130.3 million adults; the 1969 participants took 20 million courses, an average of 1.5 per person. In the 1962 National Opinion Research Council survey[1] participants were found to take an average of 1.32 courses. Furthermore, between 1969 and 1972 there was an increase in full-time students among those 17 years or over: in 1969 the number of full time students was an estimated 10.7 million and 11.6 million three years later in 1972.

Change in adult education enrollments between 1969 and 1972 was undoubtedly affected by an increase in population. However, the 20.7 percent increase in those in adult education as compared with 1969 represented more than three times the proportional increase in population during this three-year span.

The Educational Testing Service's (ETS's) survey of 1972[2] sample data and projection to the national scene yielded an estimate of participation twice that of the NCES-Bureau of the Census. This difference could be accounted for, at least to some extent, by a wider definition of adult education for the ETS study, e.g., the inclusion of people indicating self-instruction, the limited number in that actual survey and the difference in method of administering their form.

---

[1] *op. cit.*

[2] *op. cit.*

The NCES results indicate an increase not only in the participation rate (from 10.0 percent of the total population to 11.3 percent) for the national population but also an increase in the courses taken by participants. For instance, in 1969 an estimated 3,764,000 participants took two or more courses, and in 1972, the 4,988,000 participants with two or more courses represented a 32.5 percent increase. Moreover, the 1972 results show that more participants are at the same time taking courses from different sponsors or institutions and that they take an increasing variety of courses. Data on these two points in time, 1969 and 1972, alert us to the possibility of a mushrooming of activities in adult education.

DEMOGRAPHIC DATA

Within the population totals in adult education participation, several key demographic categories are examined to determine the distribution of the frequency for participation within each. Next, the data reveals the rate of participation in adult education for each variable. For instance, the numbers of participants at each of the six age levels are shown; this can be called the "composition" of participants by age.[1] Then, the rate or utilization[2] of adult education is derived from dividing the total population in a particular

---

[1] Imogene E. Okes. *Participation in Adult Education, 1969; Initial Report*. U.S. Department of Health, Education, and Welfare, Office of Education Catalogue No. HE5,312:13041. Washington, D.C.: U.S. Government Printing Office, 1971, 55 pp.

[2] *Ibid.*

TABLE V-1

Total Population Age 17 and Over, Population Not Full-Time Students, Participants in Adult Education, Non-Participants and Full-Time Students, by Age: United States, Year Ending May, 1972

(numbers in thousands)

Age	Population Not Full-Time Students	Participants	Non-Participants	Full-Time Students
Total	127,263[1]	15,734	111,529	11,602
17-24	17,405	3,426	13,979	10,704
25-34	25,416	5,218	20,198	899
35-44	22,375	3,346	19,029	--[2]
45-54	23,340	2,381	20,959	--
55-64	18,871	987	17,884	--
65 and over	19,855	376	19,479	--
Percent Distribution by Age				
Total	100.0[3]	100.0	100.0	100.0
17-24	13.7*	21.8*	12.5*	92.3*
25-34	20.0*	33.2	18.1*	7.7*
35-44	17.6*	21.3*	17.1*	--
45-54	18.3*	15.1	18.8*	--
55-64	14.8	6.3	16.0	--
65 and over	15.6	2.4	17.5	--

SOURCE: Derived from Imogene E. Okes, *Participation in Adult Education, 1969, Final Report* and *Participation in Adulted Education, 1972* (in preparation); U.S. Department of Health, Education and Welfare; National Center for Education Statistics.

[1] Column totals may not sum precisely because of estimating procedures.

[2] Those 35 years or older were assumed not to be full-time students.

[3] Percentages may not add to 100.0 because of rounding.

*The comparable percentage for 1969 differs with statistical significance.

TABLE V-1 (Continued)

Age	Population Not Full-Time Students	Participants	Non-Participants	Full-Time Students
Percent Distribution by Participants and Non-Participants				
Total	100.0	12.4*	87.6	--
17-24	100.0	19.7*	80.3	--
25-34	100.0	20.5*	79.5	--
35-44	100.0	15.0*	85.0	--
45-54	100.0	10.2*	89.8	--
55-64	100.0	5.2*	94.8	--
65 and over	100.0	1.9*	98.0	--

*The comparable percentage for 1969 differs with statistical significance.

age group who are not full-time students into those participants in adult education at the same age range. For example, in Table V-1, the 3,426,000 participants 17-24 years in 1972 are found to comprise 21.8 percent of all participants (15,734,000); they (3,426,000) represent the utilization of adult education by 19.7 percent of the relevant population (17,405,000) in the same age span.

Seven demographic categories are examined: age, education, race, sex, sex-race-age, occupation and labor force status. For occupation three categories only were selected for presentation: professional/technical, clerical, and service workers. The number in these categories were large enough for analytical purposes and generally covered the span of occupational types.

Broken down by the categories within each demographic variable each table provides the number of the population, 17 years or over, who were not full-time students, number of participants, number of nonparticipants, and number of full-time students. Additionally, for these population categories, the compositional distribution is given in percentages; the utilization rates are also provided.

Tables in the text refer to NCES' 1972 data. The same tables with the appropriate numbers appear in Appendix 3A for the NCES 1969 survey findings. These tables help to establish the reliability of the 1972 findings and comparisons between the percentage distributions for composition and for utilization rates. Again, with the use of Table V-1, 21.8 percent of all participants in 1972 fell in the age span of 17-24; from the comparable Table in the Appendix, in 1969 those 17-24 years comprised 19.9 percent of all participants. For utilization of adult education the rate for those 17-24 years in 1972 was 19.7 percent, up from 17.7 percent in 1969.

Both the proportional increase of (1969-19.9%, 1972-21.8%) 1.9 for composition and the 2.0 (1969-17.7%, 1972-19.7%) increase for utilization in 1972 are statisically significant as indicated by the asterisks in the tables. Those in the years 17-24 not only comprised a greater proportion of participants in 1972 over 1969 but also they were more likely to be participants.

These tables, prepared especially from the raw NCES survey data, make a myriad of these kinds of judgments possible. The intention here has not been to address all these possibilities but rather to select from among them. Furthermore, the available data in the tables now allow more sophisticated analyses than may normally be done here, e.g., the determination of whether a proportional change for one age span differs with statistical significance from the proportional change of another age span.

Although the statistically significant differences between 1969 and 1972, representing only two points on a curve, do not in themselves establish a trend, when they are buttressed by other data they identify areas which should receive future attention.

The criterion of statistical significance used in these analyses is the same as that suggested by the Bureau of Census: A t-value of 2.00. The standard errors for computing these values are found in Appendix 3-C. Accepted here as statistically significant, then, is that percentage difference which would occur less than five times in 100 by random sampling. For those who wish to employ a directional hypothesis in testing the data, the t-value required, of course, is smaller than the one used here. It should be kept in mind that since several hundred t-tests have been made here some will be signficant by chance. Care must be exercised in definitive conclusions.

Age

Table V-1 presents for 1972 the numbers, composition, and utilization percentages for differing population categories according to six age spans. Clearly, the preponderant numbers in adult education are 34 years or less. Moreover, the utilization rates taper off steeply with increasing age spans except for 17-24 years where many in the population are full-time students. The same pattern is reflected in the 1969 survey results.

Changes between 1969 and 1972 suggest that the proportion of the younger participants increased. In 1969, 53.3% were 34 years of age or less and in 1972, 55.0%. However, it should be clearly noted that the number of participants 35 years or over in 1969 went from an estimated 6 million to an estimated 7 million in 1972, or a 16.5% increase. Proportional changes and absolute changes in numbers do not necessarily go in tandem; errors can be made when this distinction is overlooked.

Education

Among the six categories for educational attainment shown in Table V-2, the greatest proportion of participants, 37.6%, are simply high school graduates; high school graduates represent the same percentage composition-wise for the other population categories (non-participants, etc.) excluding full-time students. The utilization rate goes from 2.1 for "none-8th grade" sharply up to 34.9 for those with more than a college degree. The pattern is similar for 1969, but the utilization for those at the higher educational levels becomes significantly higher. For instance, the rate for "Post-graduate" in 1969 was 31.5; in 1972 it was 34.9.

Race

Although Blacks in 1972 comprised 9.8% of the population which were not full-time students (Table V-3), they represented only 6.4% of all participants. Additionally, their utilization for adult education was only 8.1% compared with 12.8% for Whites. However, Blacks were overrepresented at 11.2% among those who were full-time students. Proportionally, more Blacks may have been completing high school or they may have been engaged in Adult Basic Education for 12 hours or more a week - a Bureau of the Census criterion for full-time students. Related to this finding may be the fact that the proportion of Blacks comprising full-time students went from 9.3% in 1969 to 11.2% in 1972, while they comprised 7.5% of all participants in 1969 but only 6.4% in 1972. In other words, those who would have been classified as adult education participants are now excluded from that category by reason of their status as full-time students.

TABLE V-2

Total Population Age 17 and Over, Population Not
Full-Time Students, Participants in Adult Education,
Non-Participants and Full-Time Students,
by Education: United States, Year Ending May, 1972

(numbers in thousands)

Education	Population Not Full-Time Students	Participants	Non-Participants	Full-Time Students
Total	127,263[1]	15,734	111,529	11,602
None-8th grade	28,559	612	27,947	147
9th-11th grade	21,859	1,454	20,405	5,165
High school graduate	47,753	5,916	41,837	1,926
Some college	14,727	3,373	11,354	3,680
College graduate	9,207	2,582	6,625	376
Postgraduate	5,157	1,797	3,360	309
Percent Distribution by Education				
Total	100.0[2]	100.0	100.0	100.0
None-8th grade	22.4*	3.9*	25.1*	1.3
9th-11th grade	17.2*	9.2	18.3*	44.5*
High school graduate	37.5*	37.6	37.5*	16.6
Some college	11.6*	21.4*	10.2*	31.7*
College graduate	7.2*	16.4	5.9*	3.2
Postgraduate	4.1*	11.4	3.0	2.7

SOURCE: Derived from Imogene E. Okes, *Participation in Adult Education, 1969, Final Report* and *Participation in Adult Education, 1972* (in preparation); U.S. Department of Heatlh, Education and Welfare; National Center for Education Statistics.

[1] Column totals may not sum precisely because of estimating procedures.

[2] Percentages may not add to 100.0 because of rounding.

*The comparable percentage for 1969 differs with statistical significance.

TABLE V-2 (Continued)

Education	Population Not Full-Time Students	Participants	Non-Participants	Full-Time Students
Percent Distribution by Participants and Non-Participants				
Total	100.0	12.4*	87.6	--[3]
None-8th grade	100.0	2.1	97.9	--
9th-11th grade	100.0	6.7	93.3	--
High school graduate	100.0	12.4	87.6	--
Some college	100.0	22.9*	77.1	--
College graduate	100.0	28.0	72.0	--
Postgraduate	100.0	34.9*	65.1	--

[3] Those 35 years or older were assumed not to be full-time students.

*The comparable percentage for 1969 differs with statistical significance.

TABLE V-3

Total Population Age 17 and Over, Population Not Full-Time Students, Participants in Adult Education, Non-Participants and Full-Time Students, by Race: United States, Year Ending May, 1972

(numbers in thousands)

Race	Population Not Full-Time Students	Participants	Non-Participants	Full-Time Students
Total	127,263[1]	15,734	111,529	11,602
White	113,522	14,518	99,004	10,117
Black	12,459	1,011	11,448	1,293
Other	1,282	205	1,077	192
Percent Distribution by Composition				
Total	100.0[2]	100.0	100.0	100.0
White	89.2	92.3	88.8	87.2*
Black	9.8	6.4*	10.3	11.2*
Other	1.0	1.3	1.0	1.7
Percent Distribution by Participants and Non-Participants				
Total	100.0	12.4*	87.6	--[3]
White	100.0	12.8*	87.2	--
Black	100.0	8.1	91.9	--
Other	100.0	16.0	84.0	

SOURCE: Derived from Imogene E. Okes, *Participation in Adult Education, 1969, Final Report* and *Participation in Adult Education, 1972* (in preparation); U.S. Department of Health, Education, and Welfare; National Center for Education Statistics.

[1] Column totals may not sum precisely because of estimating procedures.

[2] Percentage may not add to 100.0 because of rounding.

[3] Those 35 years or older were assumed not to be full-time students.

*The comparable percentage for 1969 differs with statistical significance.

Sex

Table V-4 shows approximately 69 million women in 1972 who were not full-time students; women exceed men by almost 11 million. However, women as adult education participants were only an estimated 257 thousand more than men. Women were, then, underrepresented among participants. And their rate of utilization at 11.6% compared with 13.3% for men. However, women increased in composition significantly over the three year span going from 47.9% of all participants to 50.8%. Similarly, while the men's utilization rate increased .9% from 12.4% to 13.3% the women's utilization increased 2.0% from 9.6% to 11.6%. The potential for women as participants in adult education should not be minimized.

Sex-Race-Age

Table V-5 presents data in the same fashion as the preceding tables for each of the four sex-race-age combinations: male White by age, male Black by age, female White by age, and female Black by age. "Other" was not addressed because the limited numbers would likely vary because of the size of the sample.

Comparisons of the four sex-race totals for 1972 with 1969 data for the "Population not full-time students" reveals practically identical composition percentages. Female White decreased from 48.3% of the total in 1969 to 48.1% in 1972, but the difference could easily have resulted from sampling factors. However, for a similar comparison for "Participants" in composition, the data show with statistical significance: White men dropped in 1972 to 46.3% of all participants from 48.8% in 1969 and Black women dropped to 2.6% in 1972 from 4.7% in 1969, while White women climbed in 1972 to 46.0% of all participants from 42.6% in 1969. These analyses do not appear in the tables but result from use of the numbers there.

From within Table V-5 and in conjunction with the comparable table in Appendix 3-A, the data indicate a shift in the proportions by age of White women as participants. For those 17-34 years, the

TABLE V-4

Total Population Age 17 and Over, Population Not Full-Time Students, Participants in Adult Education, Non-Participants and Full-Time Students, by Sex: United States, Year Ending May, 1972

(numbers in thousands)

Sex	Population Not Full-Time Students	Participants	Non-Participants	Full-Time Students
Total	127,263[1]	15,734	111,529	11,602
Male	58,326	7,733	50,588	6,510
Female	68,936	7,995	60,941	5,093
Percent Distribution by Composition				
Total	100.0[2]	100.0	100.0	100.0
Male	45.8	49.2*	45.4	56.1
Female	54.2	50.8*	54.6	43.9
Percent Distribution by Participants and Non-Participants				
Total	100.0	12.4*	87.6	--[3]
Male	100.0	13.3*	86.7	--
Female	100.0	11.6*	88.4	--

SOURCE: Derived from Imogene E. Okes, *Participation in Adult Education, Final Report* and *Participation in Adult Education, 1972* (in preparation); U.S. Department of Health, Education, and Welfare; National Center for Education Statistics.

[1] Column totals may not sum precisely because of estimating procedures.

[2] Percentage may not add to 100.0 because of rounding.

[3] Those 35 years or older were assumed not to be full-time students.

*The comparable percentage for 1969 differs with statistical significance.

TABLE V-5

Total Population Age 17 and Over, Population Not Full-Time Students, Participants in Adult Education, and Nonparticipants: by Sex, Race and Age United States, Year Ending May 1972

(numbers in thousands)

Sex-Race-Age	Population Not Full-Time Students	Participants	Non-Participants
Total Male-White	52,269[1]	7,285	44,984
17-34	17,135	4,096	13,039
35-54	19,593	2,698	16,895
55+	15,541	491	15,050
Total Male-Black	5,470	352	5,118
17-34	2,090	219	1,871
35-54	1,977	106	1,871
55+	1,403	27	1,376
Total Female-White	61,253	7,233	54,020
17-34	20,418	3,824	16,594
35-54	21,127	2,640	18,487
55+	19,708	769	18,939
Total Female-Black	6,989	658	6,331
17-34	2,729	409	2,320
35-54	2,470	189	2,281
55+	1,790	60	1,730

SOURCE: Derived from Imogene E. Okes, *Participation in Adult Education, 1969, Final Report* and *Participation in Adult Education, 1972* (in preparation); U.S. Department of Health, Education, and Welfare; National Center for Education Statistics.

[1] Column totals may not sum precisely because of estimating procedures.

TABLE V-5 (Continued)

Sex-Age-Race	Population Not Full-Time Students	Participants	Non-Participants
Percent distribution by sex-age-race			
Total	100.0[2]	100.0	100.0
Male-White			
17-34	32.8*	56.2	29.0*
35-54	37.5*	37.0	37.6*
55+	29.7	6.7	33.5
Total	100.0	100.0	100.0
Male-Black			
17-34	38.2	62.2	36.5
35-54	36.1	30.1	36.6
55+	25.7	7.7	26.9
Total	100.0	100.0	100.0
Female-White			
17-34	33.3*	52.9*	30.7*
35-54	34.5*	36.5*	34.2*
55+	32.2	10.6	35.1*
Total	100.0	100.0	100.0
Female-Black			
17-34	39.0	62.2	36.7
35-54	35.3	28.7*	36.0
55+	25.6	9.1	27.3

[2] Percentages may not add to 100.0 because of rounding.

*The comparable percentage for 1969 differs with statistical significance.

TABLE V-5 (Continued)

Sex-Age-Race	Population Not Full-Time Students	Participants	Non-Participants
Percent distribution by Participants and Non-Participants			
Total	100.0	13.9*	86.1
Male-White			
17-34	100.0	23.9	76.1
35-54	100.0	13.8*	86.2
55+	100.0	3.2*	96.8
Total	100.0	6.4	93.6
Male-Black			
17-34	100.0	10.5	89.5
35-54	100.0	5.4	94.6
55+	100.0	1.9	98.1
Total	100.0	11.8*	88.2
Female-White			
17-34	100.0	18.7*	81.3
35-54	100.0	12.5*	87.5
55+	100.0	3.9*	96.1
Total	100.0	9.4	90.6
Female-Black			
17-34	100.0	15.0	85.0
35-54	100.0	7.6	92.4
55+	100.0	3.4	96.7

*The comparable percentage for 1969 differs with statistical significance.

percentage increased 3.1 points in 1972 to 52.9% of all White women, while dropping 2.9 points in 1972 for those 35-54 to 36.5%. Examination of the composition proportions for "Population not full-time students" indicates these changes in composition for participation can largely be attributed to changes in age for the population of White women. Even so, it should be noted that the sheer number of White women ages 35-54 who were participants increased in 1972 by 20.6%.

The picture is somewhat different for Black women. Those 35-54 also declined in proportional composition on participation in 1972: the decline was 10.9 points, from 39.6% in 1969 to 28.7% in 1972. On the other hand, there was no similar reduction in the composition of Black women 35-54 in total "Population not full-time students" between the three years. Perhaps even more striking, the absolute numbers of this demographic subcategory went from 240 thousand in 1969 to 189 thousand in 1972. Although these numbers are relatively small, the provocative nature of the differences between White and Black women of 35-54 bears watching. It is in the younger age group (17-34) that the striking increases are evident for both White and Black women.

Table V-5 reveals no significant change in utilization for any of the Black subcategories between the three years. Black men and women, though, in 1972 had lower rates of utilization than White men and women (13.9% compared with 6.4% and 11.8% compared with 9.4%). The difference is greater for Black men than Black women. In 1969, the differences were narrower, especially for White and Black women (only 9.6% versus 9.4%).

For the White race there was a general increase in utilization of adult education for almost all subcategories. However, the rate of increase for White women was greater than for White men by 1.3 percentage points. The White population increased in participation over the three year period both in composition and utilization; within this population the White women are out in front.

Selected Occupations

"Service workers, domestic, non-farm workers" as shown by Table V-6 for 1972 declined from 1969 figures both in composition and utilization and there was an absolute drop in this category of participants: 1.67 million to 1.4 million. Adult education as a means for occupational advancement may not be exploited to the extent possible by this occupational category.

Labor Force Status

Statistically, Table V-7 shows no significant difference for the three year period in proportional changes for labor force status. But both this table and the one for 1969 indicate that those in the labor force (with a job or seeking one) are overrepresented among participants. For instance, in 1972 these people represented only 62.1% of all those not full-time students but 79.5% of all participants. Although the rate of utilization increased between 1969 and 1972 for both "In labor force" and "Not in labor force," there was, perhaps, a greater proportional increase for "In labor force" (1.0% compared to 1.8%).

Summary

Demographically, the NCES data shown here and in the draft report for the 1972[1] survey indicate greater rates of participation for the better educated, the youth, those with higher incomes, those in the labor force, those with technical and professional occupations, those in urban rather than rural areas, those in smaller household sizes, those of the White race, and, finally, but not with the least differentially higher rates, those who live in the West.

Also, the data generally show that those demographic groups with higher utilization rates (the proportion of those in the population of the same demographic category who are participants) are the ones that proportionally comprise the greatest number of participants. One exception is the sexes. Although men have a markedly higher utilization of adult education, in 1972 the number of men and women

---

[1] *Op. cit.*

TABLE V-6

Total Population Age 17 and Over, Population Not Full-Time Students, Participants in Adult Education, Non-Participants and Full-Time Students, by Selected Occupations: United States, Year Ending May, 1972

(numbers in thousands)

Selected Occupations	Population Not Full-Time Students	Participants	Non-Participants	Full-Time Student
Total	127,263	15,734	111,529	11,602
Professional/ Technical	11,009	3,833	7,176	495
Clerical	12,968	2,061	10,907	966
Service Workers, Domestics, Non-Farm Laborers	12,855	1,420	11,435	1,801
Percent Distribution by Selected Occupations				
Total	100.0	100.0	100.0	100.0
Professional/ Technical	8.7	24.4	6.4	4.3
Clerical	10.2	13.1	9.8	8.3
Service Workers, Domestics, Non-Farm Laborers	10.1	9.0*	10.3*	15.5*

SOURCE: Derived from Imogene E. Okes, *Participation in Adult Education, 1969, Final Report* and *Participation in Adult Education, 1972* (in preparation); U.S. Department of Health, Education, and Welfare; National Center for Education Statistics.

*The comparable percentage for 1969 differs with statistical significance.

TABLE V-6 (Continued)

Selected Occupations	Population Not Full-Time Students	Participants	Non-Participants	Full-Time Student
Percent Distribution by Participants and Non-Participants				
Total	100.0	12.4*	87.6	--
Professional/ Technical	100.0	34.8*	65.2	--
Clerical	100.0	15.9*	84.1	--
Service Workers, Domestics, Non-farm Workers	100.0	11.1*	89.0	--

*The comparable percentage for 1969 differs with statistical significance.

TABLE V-7

Total Population Age 17 and Over, Population Not Full-Time Students, Participants in Adult Education and Non-Participants by Labor Force Status: United States, Year Ending May, 1972

(numbers in thousands)

Class of Worker	Population Not Full-Time Students	Participants	Non-Participants
Total	127,263[1]	15,734	111,529
In labor force	78,990	12,512	66,478
Not in labor force	48,273	3,222	45,051
Percent distribution by composition			
Total	100.0[2]	100.0	100.0
In labor force	62.1	79.5	59.6
Not in labor force	37.9	20.5	40.4
Percent distribution by class of worker			
Total	100.0	12.4*	87.6
In labor force	100.0	15.8*	84.2
Not in labor force	100.0	6.7*	93.3

SOURCE: Derived from Imogene E. Okes, *Participation in Adult Education, 1969, Final Report* and *Participation in Adult Education, 1972* (in preparation); U.S. Department of Health, Education, and Welfare; National Center for Education Statistics.

[1] Column totals may not sum precisely because of estimating procedures.

[2] Percentage may not add to 100.0 because of rounding.

*The comparable percentage for 1969 differs with statistical significance.

who were participants was very similar. This resulted from the fact that women outnumber men by many millions in the population who are 17 years or more and not full-time students.

Various combinations of demographic categories can be analyzed. Only a limited number are dealt with here. Further analyses might reveal findings such as the following. Early on, Johnstone and Rivera[1] concluded the absence of racial differences in utilization of adult education when Whites and Blacks were equated for levels of educational attainment. Analyses of the 1972 participation data[2] confirmed this finding but found the generalization had to be modified when sex was introduced as another variable. With education similar, White men exceeded the participation rate of Black men. But not so for women. Black women had a markedly higher utilization rate (education equated) than White women.

An important generalization can be made for most of the preceding data. For those demographic categories with the greatest proportions of participants in 1969, these groups were also the ones where proportional growth in 1972 was greatest. This indicates an intensification of participation in adult education of the young, the educated, the White race and those in the labor force. However, the rate of increase in participation of women was greater than that of men. Of course, there were absolute increases in numbers of participants in most demographic categories. Both the proportional and absolute changes in participation are significant for purposes of policy analysis and development.

EDUCATION CATEGORIES

The previous section answered questions about the numbers of people in the various demographic groups who were participants and non-participants. This section focuses entirely on the nature of participation within the framework of a taxonomy of types of courses or activities. The section following this one brings the demographic groups and education categories together so that one can tell the distributions of the demographic groups taking one or more courses belonging to each of the educational categories.

---

[1] *Op. cit.*

[2] *Op. cit.*

The education categories have been defined in an earlier chapter. They are Adult Basic Education - Adult Secondary Education (ABE-ASE), Job Related Education (JRE), Adult Functional Education (AFE), and Education for Personal Development (EPD). The fifth category examined here is labeled "Residual." Data on this category did not fit neatly into any of the others, and it was operationally measured by tabulating participants who said their courses were for "general information."

Participants included in ABE-ASE were those who indicated their courses were either for an ABE certificate or for high school graduation. People giving as a reason for their courses either job advancement or to get a new job were in JRE. Participants taking one or more courses with the explicit reason of community activity or personal or family interests are considered AFE courses. Finally, EPD covered participants who explained their purpose for a course with social or recreational reasons.

Table V-8 shows the number of participants in 1969 with one or more courses in each of the education categories. Beside each number of participants for a category is the percentage that number is of the estimated 13 million participants in 1969 with one or more courses in each of the education categories. This same procedure is followed for 1972. Within the Table it is possible to compare percentages of totals for 1969 and 1972. Where these differed with statistical significance, an asterisk was placed by the 1972 proportion. Additionally, from the Table can be derived the absolute number change in participants for the three year span by each education category; the percentage changes are shown. Standard errors for confidence limits are found in Appendix 3-C.

ABE-ASE

Table V-8 shows that in 1969 an estimated 594 thousand participants took at least one course for an ABE certificate or for high school graduation; this number was 4.6% of all participants for that year. The 1972 NCES survey data register 607 thousand or a proportion of 3.6% for that year of all participants. There was a statistically significant reduction in the proportions in the three year span. Moreover, though there was a 2.7 million increase in participants or a percentage change overall of 20.7%, the percentage increase for ABE-ASE for 1972 was only 2.2%.

Of the total ABE-ASE participation in 1972, about 13,000 sought an ABE certificate; this number was 45,000 in 1969 or a 71.1% decrease. In 1972, an estimated 594,000 were in an ASE program: this represented an 8.2% increase over the 549,000 in 1969.

The low estimate for the ABE participants led to an examination of other data collected and processed in the NCES surveys. The participant classified his course according to its substantive nature. Census editors later coded the written statements.

In a special analysis, Adult Basic Education responses were grouped according to editor identified only, participant identified only, and both the editor and participant identified (overlap or agreement). The editor and participant agreed-upon course designations for ABE showed the most logical relationships with other variables, such as sponsor and educational level of participants. It could be that a criterion of overlap increased the accuracy for identification of participants taking ABE in adult education. When the participant selected ABE option for his course (with exclusion of overlaps with Census editors) is examined, the number of participants went from 408,000 in 1969 to 566,000 in 1972 or an increase of 38.7 percent. And for coded ABE by editors only, the figures jumped 95.2 percent, representing an increase from 42,000 to 82,000. However, coded and/or participant selected ABE in 1969 was 623,000, increasing by 13.3 percent in 1972 (a less striking but still significant figure). The overlap in editor coding and participant selection for ABE went down in 1972 to 80,000 from 208,000 in 1969 or a 61.5% decrease.

Several explanations can be offered for what some believe is a low estimate of people taking ABE who are classified in the survey as participants in adult education.

First, it should be remembered that the definition of participation in adult education excluded all those younger than 17 years, whether or not they had been in and out of school. Second, the survey explicitly excluded full-time students and those could have been people with 12 or more hours a week in ABE and/or other courses. Third, the admission that one is taking ABE may be a source of embarrassment for some people. Perhaps the course is otherwise classified (high school completion, for instance) or not offered at all. Fourth, if courses other than "reading" and "arithmetic" are given under the ABE aegis, the participant may have felt the option statement, "Adult basic education (reading, arithmetic)," did not include them and hence identified himself with another option. Fifth, Census has problems contacting those in the lowest socio-economic group and therefore may have missed some ABE (it is likely that Census would say it compensates for this in its final estimates). Sixth, if a participant cannot read, how can he complete the survey form. About half of those identified as participants had the questionnaire read to them on the initial day of contact by the Census interviewer. Language problems should have been minimal in those areas. When Census did not have a form returned that had been left for another household member to complete, a telephone call was made and where appropriate the Census interviewer administered the form over the telephone. Where a telephone was absent or some other reason prevented its use, the Census interviewer tried to contact the person in the next monthly survey (assuming that household remained in the panel - and, if not, Census presumably modified their results to estimate what the responses would have been).

JRE

From Table V-8 the data indicates a 16.0% increase in absolute numbers of participants taking a course in the job area between 1969

TABLE V-8

Participants in Adult Education by Education Category for 1969 and 1972

(numbers in thousands)

	1969		1972		Percentage Change for Participant Numbers in 1972
	Number	% of Total	Number	% of Total	
Total	13,041[1]	100.0[1]	15,734	100.0	20.7
Education Category					
Adult Basic Education-Adult Secondary Education[2]	594	4.6	607	3.6*	2.2
Job-Related Education[3]	7,321	56.1	8,493	54.0*	16.0
Adult Functional Education[4]	2,930	22.5	4,112	26.1*	40.3
Education for Personal Development[5]	870	6.7	1,019	6.5	17.1
Residual[6]	1,856	14.2	2,513	16.0*	35.4

SOURCE: Derived from Imogene E. Okes, *Participation in Adult Education, 1972, Final Report* and *Participation in Adult Education, 1972* (in preparation); U.S. Department of Health, Education, and Welfare; National Center for Education Statistics.

[1] "Other" and "no answer" not included; a person could be counted in two or more of the Education Categories.

[2] Participants who indicated at least one course for a certificate for Adult Basic Education or high school graduation.

[3] Includes the reasons of "To improve or advance in job" and "to get a new job".

[4] Includes the reasons of "For community activity" and "For personal or family interests".

[5] The same as the reason "For social or recreational reasons".

[6] The same as the reason "For general information".

* The comparable percentage for 1969 differs with statistical significance.

and 1972 (the estimates going from 7,321,000 to 8,493,000). However, the proportion of JRE participants of all participants dropped from 56.1% in 1969 to 54.0% in 1972. This 1.9% drop is statistically significant as shown in the Table.

All surveys have found job related courses to cover at least one-third of participants taking adult education. Indeed, the OE/Census proportions are about 10% higher than the others for both survey years.

In the belief that the adult who has left school and returns to college for a 2 or 4 year degree or a graduate or professional degree pursues this education for job purposes, analyses on these areas are presented separately here. It must be noted, though, when participants of this genre are asked their reason for taking the course, the answer is more likely to be "general information."

Figures in 1972 for those indicating courses taken for 2 or 4 year college degree and graduate or professional degree were combined because in 1969 the alternative was simply "toward a college degree." The 1969 number was 2,642,000 and the derived 1972 number 3,662,000 or an increase of 38.6%. The 1969 number represented 20.3% of all participants at that time; the 1972 number represents 23.3 of all participants, a growth of 3 percentage points.

AFE

The Adult Functional Education courses can be defined by some examples: conservation and pollution control, urban problems, international affairs, church organization and problems, civil defense, driver training, child care, household management, sewing, grooming, public speaking, and money management. Generally, the subjects meet practical, non-vocational needs of the individual.

Table V-8 shows a 40.3 percent increase for the AFE area in 1972 (4,112,000 compared with the earlier 2,930,000). Moreover, the proportion of such participants among all participants rose from 22.5% in 1969 to 26.2% in 1972. The difference is, of course, statistically significant.

EPD

Education for Personal Development includes such courses as theatre production, handicrafts, bridge lessons, music lessons, dancing lessons, sports lessons, and art appreciation.

From Table V-8 the data reveal in 1969, 870,000 participants took one or more courses for which they gave EPD reasons. By 1972 this estimate reached 1,019,000 or an increase of 17.1%. It should be noted that this increase was short of that for all participants of 20.7%. And, indeed, the proportion of all participants taking EPD courses in 1969 was 6.7; the comparable figure for 1972 slipped to 6.5%, a statistically insignificant change.

Adult education is growing in numbers, the number of courses each participant takes and comparisons with the NCES 1969 and 1972 findings suggest participants are also taking a greater variety of courses. This crossover phenomenon is particularly relevant when looking at EPD; it suggests that a source of growth for it may come merely through people taking one or more courses in another area. Once having returned to education, such people may find an EPD course attractive. In 1969, 26.6 percent of participants with one or more courses in personal development also had one or more courses in another education category. In 1972, it was 36.0 percent.

As will be seen later, the dynamics within the EPD area are provocative. Although the change pattern is only slightly more than that for job-related reasons (and statistically insignificant), the crossover changes between the three years and the possible increasing involvement of women in adult education could show significant changes in future years.

Residual

The education category of Residual has been measured by participants who said they took a course for "general information." Proportionally, the Residual category increased more rapidly than some of the others including JRE, which actually declined in proportion of total participants with at least one such course. In 1969, an estimated 1,856,000 participants were identified with Residual; in 1972, there was a 35.4% increase to 3,513,000. The proportion of the Residual participants to total participants went from 14.2% to 16.0% three years later in 1972, a statistically significant rise.

By Reasons

Since, in some instances (JRE and AFE), the education category was derived from combining data for two reasons given for taking a course, the data for all reasons are given in Table V-9. Two of the options or reasons are repeated here for comparative purposes: the "For social or recreational reasons" was EPD in Table V-8 and "For general information" was Residual. "To improve or advance in job" and "To get a new job" was combined in Table V-8 as JRE.

In that Table AFE was represented by both "For community activity" and "For personal or family interests." On the whole, the patterns remain, though there were some interesting differences within JRE and AFE.

Examination within the JRE by its two reasons shows a greater increase for one of the reasons than the other. In 1969, 5,898,000 participants registered themselves as wanting to improve or advance in the job as a reason for course taking; in 1972, the figure was 6,714,000 or only a 13.8% increase. On the other hand, the number of participants for "to get a new job" went from 1,423,000 to 1,779,000 or a 25% increase in 1972.

Within job-related reasons the increases were only 13.8 percent for "improve or advance" but 25.0 percent for "get a new job." The 1972 ratio of participants for "improve or advance" was 3.8 participants for everyone in "get a new job;" the "improve or advance" job reason, then, has a greater impact on the overall JRE statistics.

In 1969, there were 342,000 participants "For community issues;" in 1972, 418,000 or a 22.2% increase. "For personal or family interest" there were 2,588,000 in 1969, and 3,694,000 in 1972; this represented a 42.7% increase.

TABLE V-9

Participants in Adult Education by Reason for 1969 and 1972

(numbers in thousands)

	1969		1972		Percentage Change for Participant Numbers in 1972
	Number	% of Total	Number	% of Total	
Total	13,041[1]	100.0	15,734[1]	100.0	20.7
Reason[2]					
For general information	1,856	14.2	2,513	16.0*	35.4
To improve or advance in job	5,898	45.2	6,714	42.7*	13.8
To get a new job	1,423	10.9	1,779	11.3	25.0
For community activity	342	2.6	418	2.7	22.2
For personal or family interests	2,588	19.9	3,694	23.5*	42.7
For social or recreational reasons	870	6.7	1,019	6.5	17.1
Other	1,250	9.6	1,237	7.9*	-1.0
NA [3]	51	0.4	97	0.6	90.2

SOURCE: Derived from Imogene E. Okes, *Participation in Adult Education, 1969, Final Report* and *Participation in Adult Education, 1972* (in preparation); U.S. Department of Health, Education, and Welfare; National Center for Education Statistics.

[1] Column figures or percentages can exceed total because a participant could have two or more courses; however, no participant was counted more than once for a reason.

[2] Participant selected one of these reasons for each of his courses.

[3] No answer is provided.

*The comparable percentage for 1969 differs with statistical significance.

There are various ways of looking at the data in Tables V-8 and V-9. Regardless of the approach, JRE has been and seems likely to remain for the foreseeable future the dominant theme among those participating in adult education. However, the evident growing interest by participants in the other education categories cannot be dismissed. For instance, the 2,930,000 AFE participants were 40.0% of the 7,321,000 number in JRE in 1969. The 4,112,000 AFE figure is 48.4% of the JRE number in 1972. In short, AFE is growing proportionately to JRE.

EDUCATION CATEGORY BY DEMOGRAPHIC GROUPS

Description of Presentation

The previous section examined the five educational categories and subdivisions for participation rates and numbers for 1969 and 1972. In Appendix 3-B, a set of detailed tables along with discussions are presented which examine the demographic nature of the participants within each education category and subdivision for each of the two years. The present section addresses only some of the highlights of the findings with minimal presentation of numbers.

ABE-ASE

Those taking courses for credit toward ABE or high school graduation in 1972 were a relatively young group. Moreover, participants became more likely to take an ABE-ASE course as their ages declined. Overall, there was a proportional reduction among participants for ABE-ASE, going from 4.6% in 1969 to 3.9% in 1972.

Of all 607,000 participants who identified themselves with ABE-ASE courses in 1972, two-thirds had no more than an eleventh grade education. For whatever reason, five percent were recorded as having more than a high school education. Both Black participants and women were well overrepresented in ABE-ASE according to their proportion among all participants.

Job Related Education

Fifty four percent of the 15.7 million adult education participants in 1972 took a course in JRE. This compares with 56.1% of the 13 million in 1969.

The young participant is more likely to have a JRE course in 1972 and 1969. Then, too, the likelihood of participants with a high school graduation participating in JRE declined proportionally in 1972 compared with 1969. In 1972, 65.3 percent of all Black participants took a job-related course; this compares with 53.3% of all White participants.

Of all men participants, 65.0% took JRE; for all women participants it was 43.3%. Additionally, when the course as written by the participant was coded by Census editors, 58.5% of the men's were labeled "occupational training;" for women, it was only 37.4%. But examination of the changes between 1969 and 1972 shows evidence that women are moving in the direction of the JRE participation rates of men. To repeat, in 1972, White women compared either with White men or Black women are proportionally underrepresented among those who receive JRE courses. The younger Black man takes a greater proportion of his courses in JRE.

In 1972, 42.7% of the total number of participants took a JRE course "to improve or advance on the job." The young participant was much more likely to take one of these courses. Nevertheless, the JRE participants who said they took a course to get a job were even younger than the "to improve or advance in job" JRE kind of participant.

The 1972 data show that the more educated you are, the less likely you are to take courses to get a new job; however, you are more likely to take courses to improve or advance on the job. The reverse is true for the less educated.

While Blacks make up 6.4% of all participants, they comprised 11.3% of the 1,779,000 participants taking courses for a new job.

The data show that contrary to the data on "to improve in the job" where women were underrepresented, the proportion of men and women were similar in taking courses for a new job.

One can assume that at least an appreciable proportion of participants who pursue an academic degree as adults do so for occupational purposes. Consequently, these data merit an examination. In 1972, such participants comprised 23.3% of the total 15.7 million participants. The academic degree seekers were predominantly youthful. Compared with their overall proportion among participants, women were a few percentage points underrepresented among college or professional degree seekers. While they represent 50.8% of all participants, women were only 47.7% of those taking adult education for postgraduate or professional degrees. But for Blacks, the story is different. Blacks comprised 6.4% of all participants; they were 6.5% among those seeking a 2 or 4 year college degree.

AFE (Adult Functional Education)

Slightly over one-quarter (26.1%) of the 15.7 million participants in 1972 had at least one course in Adult Functional Education. In 1969, the comparable percentage for all participants was 22.5%. Such courses include urban problems, international affairs, civil defense, child care, household management, sewing, public speaking, and money management.

In 1972, there was a direct relationship between age and the likelihood of taking an AFE course; 54.0% of those 65 or older took an AFE course, while only 20.1% of all those 17-24 did so. However, the greatest absolute number of AFE participants was 1,353,000 at the 25 to 34 age span. The pattern was similar for 1969 and 1972 with significant increases in the likelihood of AFE participation by those in the age spans 17-34 and 55-64.

As far as education goes, the proportion of all participants at each educational level of attainment above 9th-11th grade increased significantly in 1972 over 1969 for AFE courses.

Women comprised about 70% of all participants with AFE reasons for courses. Additionally, the likelihood of a woman being an AFE participant was over twice that for a man (35.9% to 16.1%).

With a three-way break in age, the oldest category found 26.1% of White men with AFE courses; there were no more than 15.8% for either of the younger age spans. This finding was even sharper for Black men. Not surprisingly, the proportion of White men comprising AFE participants was markedly under their proportion (by about 17%) among all participants. White women were about 19% overrepresented in AFE.

Two point seven percent of all participants had one or more courses in community activity, a subcategory of AFE. Although the trend was not completely uniform, the younger participant was less likely to give as a reason a community activity purpose.

EPD (Education for Personal Development)

In 1972, an estimated 1,019,000 participants or 6.5% of all participants (which percentage did not differ with statistical significance from the comparable 6.7% in 1969) took courses which fell under the category, Education for Personal Development. These were courses such as theatre production, handicrafts, music lessons, bridge lessons, and art appreciation.

Even though most of the participants with EPD were 34 years old or younger, the percentage of participants at the older age span was higher; the appeal of EPD is greater for the older participants, while the younger participant comprises most of those with EPD courses.

The percentage of all women in 1972 with EPD courses exceeded the comparable percentage for men (9.1% versus 3.8%, respectively). Women comprised 71.5% of all participants with EPD courses.

White women at each of the major age spans (17-34, 35-54, 55 and over) had approximately 9.5 % of their numbers with EPD courses. However, for White men the percentage of all men participants at 17-34 with EPD courses was 3%; the similar percentages for the older White men age spans were, in sequence, 4.7% and finally 7.3%. The appeal for EPD to the White men increased with their ages.

Residual

Sixteen percent of the 15.7 million participants in 1972 gave as the reason for their courses, "For general information." Participants who did so were classified in the Residual category. The comparable percentage for the 13 million participants in 1969 was 22.5%.

The appeal or utilization rate for Residual courses was generally quite similar for the groups within each demographic variable. This finding differed from the other education categories where differences of interest or appeal for an education category by groups of participants were more common than similarities.

SUMMARY

This summary includes data from this section as well as from the more detailed presentation of the same subject in Appendix 3-B.

Of the 15.7 million participants in 1972, the percentages for those giving the various reasons for one or more of their courses were, in order of magnitude: 54% for Job-Related Education (of which 11.3% was for "to get a new job"); 26.1% for Adult Functional Education (of which 2.7% was for "community activity"); 16.0% for Residual; 6.5% for Education for Personal Development; and 3.9% for ABE-ASE. Those who said they took a course for a college degree comprised 23.3% of all participants, with most offering a purpose under either JRE or Residual as a specific reason for the course.

In the previous section, the data showed that there were statistically significant proportional increases in participants for the education categories of Adult Functional Education and Residual; there were significant proportional declines for participants in Job-Related Education and Adult Basic Education - Adult Secondary Education. There was no significant change for Education for Personal Development. Those changes do not necessarily establish a trend; they do identify areas for close attention in the future.

The kinds of trends for groups (e.g., age spans and education levels) within demographic variables apparent in the 1969 data were replicated in 1972; thus, there is more confidence in the relationships. Additionally, changes were discovered when specific age spans or educational attainment levels were separately compared for 1969 and 1972. For instance, there was a statistically significant difference for the likelihood of participants with a high school graduation participating in JRE; the proportion went down in 1972. This may help to account for some of the overall drop in JRE for the two years. The 1969-1972 comparison of data also suggests that there is a marked converging of men and women's rates of participation in JRE and a somewhat less striking but apparent converging of men and women's rates of participation for AFE. In some sense, an androgynous tendency seems expressed in the nature of society's educational interests and activities.

The appeal or proportion of people in an age category shows wide variation among the educational categories: the youth give JRE reasons, especially for getting a new job; the appeal of AFE and EPD is greatest for the older participant, even though the majority of people offering these reasons are comparatively younger. For the Residual category the demographic variables for age, education, and sex show little variation in appeal from the 16.0% that they comprise of all participants.

The more educated one is, the more likely one is to offer a JRE reason. On the other hand, for AFE and EPD reasons the appeal tended to be lower on the ends of the education continuum, but somewhat higher for those with only a high school education or some college. However, the proportion of participants in AFE courses at the educational levels of attainment beyond 9th-11th grade increased with statistical significance in 1972 over 1969.

Proportional to their numbers as participants, Blacks were overrepresented in offering the following reasons: ABE-ASE and JRE; however, Blacks were underrepresented for AFE and EPD.

Men were overrepresented among those indicating JRE and college-degree-seeking reasons but underrepresented for AFE, EPD, and ABE-ASE.

The data have convincingly demonstrated, then, that to appreciate the dynamics of participation related to the various educational categories, one must examine the numbers of people involved and the differential appeals to them over time as a function of key demographic characteristics. Through increased understanding, a better purchase can be gained for identifying considerations for policy decisions.

These last few chapters have dealt with the need for adult education. Now, consideration will be devoted to the supply of adult education programs that have arisen to satisfy these needs. Subsequently, the relationship of need and supply is explored.

VI

FEDERAL ADULT EDUCATION PROGRAMS

INTRODUCTION

This chapter contains information about Federally sponsored adult education programs. Emphasis has been placed on Federal programs for a number of reasons: First, they represent a substantial investment of Federal funds; second, there are descriptive data available; third, since this report is to identify policy issues for consideration at the Federal level, it is reasonable to deal with the types of programs that Federal officials control most directly; and fourth, Federal programs often set the tone for other adult education programs.

The programs included in this discussion meet the same criteria as initially established in the definition of adult education. Therefore, only those are included that are organized educational activities engaged in by persons over the age of sixteen who are outside the traditional full-time system of elementary-secondary-higher education institutions. Included are only those programs that involve two way communication between student and teacher. Thus, programs providing only information via publications are excluded while those providing media, materials and publications used in a student-teacher interaction are included. Programs for full-time students are excluded.

FEDERAL PROGRAMS BY EDUCATION CATEGORY

Nearly 200 Federal programs have been identified from a review of the Office of Management and Budget *Catalog of Domestic Federal Assistance*. These have been catalogued in Appendix 4-A. These programs may be categorized according to the type of education they provide. Twelve such categories have been selected, as follows:

Group A

1. ABE - programs which offer only adult basic education.
2. ASE - programs which offer only adult secondary education.
3. ABE/ASE - programs which offer only combinations of adult basic and adult secondary education.
4. ABE/ASE/JRE - programs which offer combinations of adult basic education, adult secondary education, and job-related education.

Group B

5. JRE-PRE - programs which offer pre-service job-related education.
6. JRE-IN - programs which offer in-service job-related education.
7. JRE-PRE/IN - programs which offer combinations of pre- and in-service job-related education.

Group C

8. AFE - programs which offer only adult functional education.

Group D

9. EPD - programs which offer only education for personal development activities.
10. C/A/B - programs which offer combinations of groups A, B, and C.
11. B/D - programs which offer combinations of groups B and D.
12. Other - programs which do not fall into any of the other eleven categories.

Table VI-1 summarizes a breakdown of Federal adult education programs according to the major categories. A number of observations may be made based upon the information included in Table VI-1. It is of interest, for example, to note the relative paucity of programs providing education of an academic nature (Categories 1,

TABLE VI-1

FEDERAL ADULT EDUCATION PROGRAMS*

by Education Category

(1974)

	EDUCATION CATEGORY	NUMBER OF PROGRAMS	% TOTAL
A	1. ABE	1	.5
	2. ASE	1	.5
	3. ABE/ASE	6	3
	4. ABE/ASE/JRE	3	2
B	5. JRE-PRE	20	11
	6. JRE-IN	77	41
	7. JRE-PRE/IN	32	17
C	8. AFE	10	5
D	9. EPD	4	2
	10. C/A/B	21	11
	11. B/D	5	3
	12. Other	7	4
	Total	187	100.0

*Source: *Catalog of Federal Domestic Assistance*, Washington, D.C., Executive Office of the President, Office of Management and Budget, 1974.

2, 3, 4, and 10). Only 32 (17.0%) of the total of 187 programs provide these services and only 8 (4.0%) are devoted totally to adult basic and/or adult secondary education. On the other hand, 139 (85.0%) of all programs direct efforts toward job-related activities (Categories 4, 5, 6, 7, 10, and 11).

FUNDING OF PROGRAMS

An effort has been made to determine the extent to which the Federal government funds adult education programs. For purposes of this analysis, only programs that are primarily devoted to adult education have been included. When adult education is only one element of a larger program it has not been possible to disaggregate the costs of adult education components from the larger programs that include them. Consequently, these components have been omitted. To this extent, the cost figures presented underestimate the Federal Government's investment in adult education.[1]

One exception to this procedure has been made and that concerns the Veterans Administration programs. The Veterans Administration funds very large programs that fall in the adult education category and other very large programs of full time attendance at regular educational institutions that are excluded by definition from the adult education category. The Veterans Administration has been able to provide data with respect to part and full time participation of veterans in educational programs. Utilizing these data and estimates of the costs of part time and full time attendance (see Appendix 4-B), it has been possible to estimate approximately how much of the Veterans Administration educational support budget falls in the adult education category and it is only this amount that is included in Table VI-2 that follows.

---

[1] Appendix 4-A is a list of the 187 adult education programs referenced in Table VI-1. Those included in the funding tables (VI-2 and VI-3) are marked with an asterisk *.

TABLE VI-2

FEDERAL ADULT EDUCATION EXPENDITURES

by Sponsoring Agency*

(1974)

Agency	Dollars (in millions)	% of Total
Department of Agriculture	4.2	.3
Department of the Interior (except B.I.A.)	5.4	.3
Bureau of Indian Affairs	5.5	.3
Civil Service Commission	217.2	12.7
Department of Justice	25.5	1.5
Department of Defense	452.0	26.5
Department of Labor	259.2	15.2
Environmental Protection Agency	5.3	.3
Department of HEW (except OE)	73.3	4.3
Office of Education	134.5	7.9
NASA	.8	.1
National Foundation for Arts and Humanities	2.1	.1
National Science Foundation	19.7	1.2
Veterans Administration	500.8	29.3
Total	1705.5	100.0

*Source: *Catalog of Federal Domestic Assistance*, Washington, D.C., Executive Office of the President, Office of Management and Budget, 1974

*Source: Veterans Administration, Department of Veterans Benefits

Reference to the table above indicates that the Office of Education is only one of many agencies sponsoring adult education programs. This reinforces earlier statements that a diverse and pluralistic system exists even in terms of Federal sponsorship of programs. Reference to these same data permits us to deduce that most of the expenditure of Federal funds is to provide adult education for present or former Federal Government employees. Expenditures by the Department of Defense and Civil Service Commission, two of the largest sponsors of adult education, are almost entirely for such employees and the Veterans Administration, the largest sponsor of all agencies, supports the educational pursuits of former employees. The Department of Labor and the Office of Education are the two leading agencies in terms of supporting the education of adults outside their own employees.

Table VI-3 below provides the distribution of Federal funds by educational category. It is obvious that the preponderance of funds are spent on job-related education programs while ABE/ASE programs take only about 11.9 percent of Federal funds. Programs solely for adult functional education or for education for personal development are few in number and take an even smaller percentage of total Federal adult education dollars.

It is interesting to note some of the characteristics of the job-related education programs. As indicated above, most of the funds are devoted to training of Federal professional and technical employees and tend, therefore, to go to the White middle class. The substantial Veterans Administration expenditures tend to benefit men as the veteran population is predominantly male. Thus, corroborating the participation data, it can be seen that minorities and females receive less Federal support in the job-related area than do middle class Whites and males.

TABLE VI-3

FEDERAL ADULT EDUCATION EXPENDITURES

by Category of Education*

(1974)

	EDUCATION CATEGORY	DOLLARS (in millions)	% of TOTAL
A	1. ABE		
	2. ASE		
	3. ABE/ASE	202.4	11.9
	4. ABE/ASE/JRE	179.7	10.5
B	5. JRE-PRE	387.7	22.8
	6. JRE-IN	769.3	45.2
	7. JRE-PRE/IN	140.3	8.2
C	8. AFE	3.4	.2
	9. EPD	.5	-
	10. C/A/B	12.7	.7
	11. B/D	2.2	.1
	12. Other	7.3	.4
	Total	1705.5	100.0

*Source: *Catalog of Federal Domestic Assistance*, Washington, D.C., Executive Office of the President, Office of Management and Budget, 1974

*Source: Veterans Administration, Department of Veterans Benefits

TABLE VI-4

TEN LEADING FEDERAL AGENCIES SPONSORING ADULT EDUCATION PROGRAMS*

(1974)

AGENCY	NUMBER OF PROGRAMS	% of TOTAL
Department of HEW (Misc.)	17	9.1
Office of Education	39	20.9
Public Health Service	10	5.3
Department of Labor (Misc.)	9	4.8
Manpower Administration	6	3.2
Veterans Administration	7	3.7
Department of Defense	12	6.4
Department of Justice	9	4.8
National Foundation for Arts and Humanities	13	7.0
Environmental Protection Agency	7	3.7
Other	58	31.1
Total	187	100.0

*Source: *Catalog of Federal Domestic Assistance*, Washington, D.C., Executive Office of the President, Office of Management and Budget, 1974.

SPONSORING AGENCY

An agency-by-agency analysis of sponsors of Federal programs (see Table VI-1) reveals a broad range of Federal agencies involved in the provision of adult education services. The 187 Federal adult education programs are provided by a total of 37 different agencies of the Federal Government, ranging from the Department of Agriculture to the National Foundation for the Arts and Humanities. As might be expected, the United States Office of Education is the Federal agency sponsoring the largest number of Adult Education programs (39). Table VI-4 catalogues the ten agencies which provide six or more programs apiece. Appendices 4A and 4B list all programs by agency.

About one-third of all programs are sponsored by agencies falling within the Department of Health, Education, and Welfare. Although the Office of Education sponsors more adult education programs than any other agency, they account for only 39 (20.5%) of all Federal adult education programs.

RECIPIENT ORGANIZATIONS

Assistance provided under Federal adult education programs may take a variety of forms including grants, contracts, publications, personnel. Organizations receiving this assistance may belong to one (or more) of the following categories:

- Federal Government
- State Government
- Local Government
- State Education Agency (SEA)
- Local Education Agency (LEA)
- Non-profit Group
- For Profit Group
- Research and Development Organization
- Institution of Higher Education
- Individuals
- Other

Table VI-5 displays a ranking of these recipient categories in order of the frequency which they are cited as recipients of Federal adult education program assistance. From this ranking it can be seen that "individuals" is the recipient category most frequently identified. Interestingly, SEAs and LEAs, the organizations which are generally thought of as providing a great deal of the "on-line" adult education services, are well toward the bottom of the list of recipients of Federal support.

TABLE VI-5

RANKING OF RECIPIENTS OF FEDERAL ADULT EDUCATION SUPPORT*

(by frequency of program identification)

(1974)

RANK	RECIPIENT CATEGORIES
1	Individuals
2	Non-Profit Organizations
3	Institutions of Higher Education
4	State Government
5	Research and Development Organizations
6	Local Government
7	For Profit Organizations
8	State Education Agencies
9	Local Education Agencies
10	Federal Government

*Source: *Catalog of Federal Domestic Assistance*, Washington, D.C., Executive Office of the President, Office of Management and Budget, 1974.

TARGET GROUPS

Federal legislation or administrative data generally specify target populations for each program. A review of the designated target groups has been made for Federally funded adult education programs. As indicated on Table VI-6, target groups have been classified according to major variables and a total of 47 sub-categories within these variables. This Table also indicates the numbers of adult education programs noted as being specifically for each target group. This Table reveals, for example, that the largest single occupational category receiving the ultimate benefit of Federal programs is "professionals," in general, and specifically teachers. State and local government workers are also the ultimate target group for a large number of programs and teachers are often included in this occupational category. In terms of level of educational attainment, dropouts and high school graduates are the category receiving the most frequent Federal emphasis. More programs direct efforts at those adults who have between an eighth and eleventh grade education, than at adults with less than an eighth grade education--a practice some have criticized as "creaming." As might be expected, little or no Federal program effort is being devoted specifically to males, middle age (25-54) persons, or high/middle income groups though these groups benefit by virtue of their occupational status. Some Federal adult education programs do target efforts specifically at women (2), young (4) and old (4) persons, and low income populations (12). There is a sizable Federal emphasis on adult education programs directed at unemployed persons, veterans, the handicapped, and drug/alcohol abusers. There are seven programs devoted specifically to American Indians (including native Alaskans), more than for all other minorities combined.

While the span of sub-groups targeted for adult education programs is wide, one can see that the job related emphasis of the

TABLE VI-6

FEDERAL ADULT EDUCATION PROGRAMS CLASSIFIED AS TO TYPES OF TARGET GROUPS*

TARGET GROUPS	NO. OF PROGRAMS	% OF TOTAL PROGRAMS
General	(34)	10.4
General/public	19	
Regional/public	3	
Local/public	4	
Special interest	8	
Education	(18)	5.5
Drop outs	5	
Less than 8th grade	2	
Less than 12th grade	5	
12th grade - no degree	5	
Degree	1	
Advanced degree		
Occupation	(191)	58.2
Para professionals	12	
Business professionals	14	
Federal government workers	5	
Armed service personnel	10	
Teachers	41	
Scientists	12	
Scholars	8	
State and local government workers	31	
Health personnel	23	
Criminal justice personnel	13	
Welfare workers	2	
National defense and security personnel	12	
Home workers	3	
Agriculture workers	5	

*Source: *Catalog of Federal Domestic Assistance*, Washington, D.C., Executive Office of the President, Office of Management and Budget, 1974.

TABLE VI-6 (Continued)

FEDERAL ADULT EDUCATION PROGRAMS CLASSIFIED AS TO TYPES OF TARGET GROUPS

TARGET GROUPS	NO. OF PROGRAMS	% OF TOTAL PROGRAMS
Income	(12)	3.7
Low	12	
Moderate	--	
High	--	
Age	(8)	2.4
Over 55	4	
25-54	--	
16-24	4	
Sex	(2)	.6
Male	--	
Female	2	
Employment	(15)	4.6
Employed	--	
Unemployed and underemployed	15	
Not in labor force	--	
Ethnic/Racial	(12)	3.7
Black	--	
Cuban	2	
Other Spanish surname	--	
American Indian	7	
Other minority	3	

TABLE VI-6 (Continued)

FEDERAL ADULT EDUCATION PROGRAMS CLASSIFIED AS TO TYPES OF TARGET GROUPS

TARGET GROUPS	NO. OF PROGRAMS	% OF TOTAL PROGRAMS
Special	(36)	11.0
Veterans	10	
Veterans' dependents	1	
Handicapped	10	
Drug and alcohol abusers	8	
Criminals	1	
Aliens	2	
Parents	4	
All	328	100.00

Federal programs tends to result in concentration on professional types of persons. The participation data (see Chapter V) bear this out. These same data also indicate that minorities and the young are needing to increase their participation in job-related adult education more rapidly than some other groups and that provisions should be made to accommodate them.

In terms of funding (see Tables VI-2 and VI-3), one can see that most Federal support goes to its own employees as evidenced by the large percentages spent by the Department of Defense, Civil Service Commission and Veterans Administration (for ex-employees). Nevertheless, substantial sums are also spent by the Department of Labor and Office of Education for other categories of beneficiaries.

TYPE OF FEDERAL ASSISTANCE

The types of assistance provided by Federal adult education programs include outright funding, or such in-kind support as personnel or materials. Specifically, six categories of assistance have been identified as being provided by Federal agencies;

- Grants
- Contracts
- Seminars
- Media and Materials
- Personnel
- Other

Table VI-7 displays the distribution of Federal adult education programs according to the type of assistance provided and the category of education. The word "Assistance" is used to mean how Federal funds are employed to help those actually operating adult education programs.

TABLE VI-7

TYPE OF FEDERAL ASSISTANCE

by Category of Education*

(1974)

	CATEGORY OF EDUCATION		TYPE OF ASSISTANCE (NOS. OF PROGRAMS)							
			GRANTS	CONTRACTS	PUBLICATIONS	SEMINARS	MEDIA & MATERIALS	PERSONNEL	OTHER	ALL
A	1.	ABE	0	1	0	0	0	1	0	2
	2.	ASE	1	0	0	0	0	0	0	1
	3.	ABE/ASE	3	0	0	0	0	1	2	6
	4.	ABE/ASE/JRE	0	0	0	0	0	0	2	2
B	5.	JRE-PRE	14	4	0	0	1	3	5	27
	6.	JRE-IN	44	9	8	3	3	30	9	106
	7.	JRE-PRE/IN	22	6	3	0	0	8	1	40
C	8.	AFE	5	2	2	0	0	3	0	12
D	9	EPD	4	0	1	0	0	1	1	7
	10	C/A/B	14	6	4	1	3	3	3	34
	11.	B/D	4	0	0	0	0	1	0	5
	12.	Other	3	1	0	0	0	0	4	8
		Total	114	29	18	4	7	51	27	250

Note that some programs are counted twice, since they provide more than one type of assistance.

* Source: *Catalog of Federal Domestic Assistance*, Washington, D.C., Executive Office of the President, Office of Management and Budget, 1974.

It may be observed from Table VI-7 that grants represent the most predominant form of assistance being provided in 114 (of the total 187) programs. The provision of personnel (frequently in the form of technical assistance or training) represents the next most common type of assistance. Of the programs which provide assistance in the form of personnel, 58.8% (i.e., 30 of 51) are in the job-related, in-service education group (Category 6). These same programs comprise only 38.6% (i.e., 44 of 114) of those providing grants. Conversely, job-related, pre-service programs comprise only 5.9% (i.e., 3 of 51) of the programs providing personnel assistance, while they comprise 12.2% (i.e., 14 of 114) of the programs providing grants. Pre-service programs appear to emphasize support in the form of grants, and in-service programs provide support by providing assistance in the form of personnel. Media and materials are generally either information for grantees on how to operate adult education programs or curriculum types of materials used in such programs.

NATURE OF ACTIVITY

Federal adult education programs provide a variety of specific activities. For purposes of analyzing program activities, nine distinct activity categories have been defined, as follows:

. Training

. Information

. Demonstration

. Research

. Evaluation

. Counseling

. Education

. Other

From the data arrayed according to these categories (See Table VI-8) a number of conclusions may be drawn. Almost 30% of the 187 Federal adult education programs involve the direct *education* of adults, and

TABLE VI-8

RANK ORDERING OF ACTIVITIES

by Education Category*

(1974)

	CATEGORY OF EDUCATION	TRAINING	INFORMATION	TECHNICAL ASST.	DEMONSTRATION	RESEARCH	EVALUATION	COUNSELING	EDUCATION	OTHER
		TYPE OF ACTIVITY								
A	1. ABE	--	--	--	--	--	--	--	1	--
A	2. ASE	--	1	--	--	--	--	1	--	--
A	3. ABE/ASE	2	4	--	2	--	4	4	1	--
A	4. ABE/ASE/JRE	1	--	--	--	--	--	3	2	--
B	5. JRE-PRE	1	4	6	6	8	--	3	4	2
B	6. JRE-IN	1	2	5	7	6	9	4	3	8
B	7. JRE-PRE/IN	1	3	5	6	8	6	2	4	9
C	8. AFE	5	1	2	5	7	7	2	4	--
D	9. EPD	3	1	6	6	--	3	3	2	6
	10. C/A/B	1	2	3	6	7	8	4	5	9
	11. D/B	1	1	4	--	--	--	3	5	--
	12. Other	2	5	3	--	--	--	3	1	5
	13. OVERALL	1	2	5	6	8	9	3	4	7

(--) indicates that no such activity took place in programs falling within the specified type of Education.

*Source: *Catalog of Federal Domestic Assistance*, Washington, D.C., Executive Office of the President, Office of Management and Budget, 1974.

more than 80% of the programs contain at least one *training* component.* JRE (Job-Related Education) programs place a greater than normal emphasis on training activities. AFE (Adult Functional Education) and EPD (Education for Personal Development) programs, on the other hand, tend to provide a high level of informative activities. Across all programs, a great stress is placed on "on-line" activities, as opposed to such educational "support" activities as research and evaluation. This lack of support activities is highlighted by the statistic that only about 6% of the programs considered research or evaluation to be a significant activity component. Table VI-8 portrays a rank ordering of these activities by educational category.

SUMMARY

The data describing Federal adult education programs indicate that all of the major educational categories are covered, though by far the greatest emphasis, in terms of numbers of programs and dollars of support, is in the job-related education category.

Many Federal agencies support adult education programs. While OE supports the largest number of programs, it is by no means the largest financial supporter, this honor going to the Veterans Administration.

Many different target groups have been identified as beneficiaries of Federally supported adult education including those in various occupations, ages, racial/ethnic groups, etc. While women receive rare note as target groups, minorities, the young, the elderly and the poor receive slightly more specific citation. The White, middle class, middle-aged professional and technician, though not identified as specific program beneficiaries, tend to benefit most as their occupational status permits them to enjoy most job-related education.

---

* For the purposes of this study, a program was considered to provide "education" if that word appeared in the *Catalog of Federal Domestic Assistance's* program description. Similarly, a program was classified as providing "training" if that word appeared in the program description. No attempt was made to draw a semantic distinction between these two terms.

In total, the picture of Federal support is quite a varied one along every dimension: nature of educational programs supported, types of target groups, agencies involved and type of educational assistance provided.

VII

DELIVERY SYSTEMS - PARTICIPATION DATA

BACKGROUND

The previous chapter has dealt with the role of the Federal government in providing support to the field of adult education through its legislation, Departments, and Agencies. Attention now turns to a more concrete level where systems of delivery for adult education are examined as they more directly impinge on the participant.

Questions occur very early on the nature of the specific sponsorship or organization to which the individual turns for his course. Payment for the course, scheduling of the course, and location for teaching promptly become matters of administrative relevance for the sponsoring agency. Within the area of content of the adult education program, the sponsor addresses the sort of credentialling, if any, involved, method of presentation, and the nature or content of the course. Support systems for the sponsor would include the staff or staff/enrollment ratios. Numbers of participants and attrition rates are measures of effectiveness or impact for delivery systems.

Other ways of grouping the various aspects of delivery systems for adult education are certainly possible. This one was chosen because extant data fit fairly well into the structure.

The NCES participation survey data,[1] previously used in Chapter V to study participation in adult education by demographic groups and educational categories, and the NCES report on adult education in the public school systems,[2] which deals directly with Federal, state and local sponsorships, provide useful data bases for the present purpose. In both 1969 and 1972 a questionnaire in a national sample used by the Bureau of the Census (Current Population Survey) asked questions of those who participated in adult education about various facets of the delivery system: sponsor, location, method, length of course, and so forth. Special analyses of these participation survey data appear in this Chapter. The NCES public school adult education study assessed enrollments and staffs state-by-state by Federal programs, and state and local sponsorships for 1968-69 and 1969-70. These data are treated separately in the next chapter.

---

[1] *Op. cit.*

[2] Imogene E. Okes, *Adult Education in Public School Systems: 1968-69 and 1969-70.* U.S. Department of Health, Education, and Welfare: Office of Education, National Center for Education Statistics, 74-165. Stock Number 1680-01323, Washington, D.C.: U.S. Government Printing Office, 1974, 106 pp.

GENERAL FINDINGS

The Tables in this section show data on various aspects of the delivery systems based on the participants identified by the 1972 Bureau of the Census survey. Distributions of their responses, e.g., on types of sponsors and sources of payment, are given both in numbers and percentages. In order to determine possible changes in a three year period the comparable distributions for 1969 are included in each Table. The percentage increase or decrease in 1972 estimates over 1969 figures is presented in one column. The confidence limits, representing the sampling variability for each percentage, will vary depending on the size of the estimates on which it is based. The standard errors are found in Appendix 3-C. In determining the statistical significance of the differences in proportions of participants between 1969 and 1972 for the various types of responses, these same standard errors were used. These tests were possible for even though a participant had two or more courses, he was counted only once for a response.

Since the 1969 survey was the first of this triennial series, not all of the significant response options had been included under a question. For these questions where the "other" category elicited a large response in 1969, additional response options may have been added for the 1972 survey. Consequently, no comparisons will be possible for these options and the reduction in the size of the "Other" responses must be appreciated in this context. Changes are indicated in each Table.

Sponsorship

The distribution of participants in Table VII-1 cannot be interpreted to reveal significant proportional change for any of the

TABLE VII-1

Participants in Adult Education by SPONSOR, for 1969 and 1972

(numbers in thousands)

	1969		1972		Percentage Change for Participant Numbers in 1972
	Number	% of Total	Number	% of Total	
TOTAL	13,041[1]	100[2]	15,734	100	20.7
Public Grade School or High School	1,970	15.1	2,200	14.0	11.7
2-Yr. College or Technical-Vocational Institute[3]	1,550	11.9	2,561	16.3*	65.2
Private Vocational, Trade or Business School	1,504	11.5	1,303	8.3*	-13.4
4-Yr. College or University	2,831	21.7	3,367	21.4	18.9
Employer	2,274	17.4	2,613	16.6	14.9

See next page for footnotes.

TABLE VII-1 (Continued)

Participants in Adult Education

by SPONSOR, for 1969 and 1972

(numbers in thousands)

	1969		1972		Percentage Change for Participant Numbers in 1972
	Number	% of Total	Number	% of Total	
TOTAL	13,041[1]	100[2]	15,734	100	20.7
Community Organization	1,554	11.9	1,996	12.7	28.4
Labor Org. or Professional Association[4]	--	--	871	5.5	--
Tutor or Private Instructor[4]	--	--	944	6.0	--
Hospital[5]	40	.3	64	.4	60.0
Other *(describe)*	2,512	19.3	1,481	9.4*	-41.0
Not Reported	54	.4	98	.6	81.5

SOURCE: Derived from Imogene E. Okes, *Participation in Adult Education, 1969, Final Report* and *Participation in Adult Education, 1972* (in preparation); U.S. Department of Health, Education, and Welfare; National Center for Education Statistics.

---

[1] Column totals will not sum because a participant may report on two or more courses with different sponsors.

[2] Percentages will not add to 100.0 because of multiple courses with different sponsors.

[3] The 1969 survey option was "Public 2-Year College or Technical Institute".

[4] Not included in 1969 participation survey.

[5] Tabulated from "Other" responses described in both the 1969 and 1972 surveys.

nine sponsors listed in the 1972 survey. The two added sponsor options in 1972, i.e., "Labor Organization or Professional Association" and "Tutor or Private Instructor," garnered 11.5 % of all 15,734,000 estimated participants. The ten percentage point reduction in "Other" participants can reasonably be attributed to this change. The apparent statistically significant proportional change for the options, "2-Yr. College or Technical-Vocational Institute" and "Private Vocational, Trade or Business School" can readily be interpreted as the result of a change in the wording of the first option. In 1969 the option was introduced by the word,"public." Undoubtedly, many of those who otherwise in 1972 would have indicated "Private Vocational, Trade or Business School 'then chose' 2-Yr. College or Technical-Vocational Institute."

One person out of five in adult education used the 4-year college or university as sponsor. Next in importance was the employer at 16.6% of all participants; this sponsor was followed by the public grade or high schools.

Although not reaching statistical significance, the community organization as sponsor, showed the greatest proportional increase among all participants (11.9% to 12.7%) and the most impressive absolute gain in participants, going from approximately 1.6 million participants in 1969 to 2.0 million in 1972 or a 28.4% increase. The importance of the role of community organizations as a supplier of adult education is confirmed by another NCES report.[1] This study, an institutional survey, estimated that 66,770 community organizations offered 321,000 adult education courses to nearly 11 million participants in 1972. Churches made up over 75% of community organizations to whom participants turned. Y's and Red Cross chapters comprised 5% of the remaining offerers of adult education in the community organization category. Other community classified organizations offering adult education included religious organizations other than churches, civic organizations, social service groups, and cultural organizations.

---

[1] Evelyn R. Kay, *Adult Education in Community Organization,* 1972 (75-161), DHEW, Office of Education (Washington: U.S. Government Printing Office, 1974). pp. 80.

Although in many ways patterned after the definitions used in the participation surveys, the nine million difference in estimates was analyzed in the NCES separate report on community organizations. Much of the difference was explained in the report in terms of coverage, concept, duplication, memory, and other problems associated with individual versus institutional surveys. There were two possible signal differences: some people less than 17 years old were included and in the absence of hard data institutions were permitted to estimate. In any case, both types of surveys establish the community organization as one of the sponsors to watch as a provider of adult education.

Administration

Payment

Again, in Table VII-2 most of the apparently significant proportional changes over the three year span can be attributed to methodological factors. "Public funding" was not made an explicit response option until 1972, although "other" responses in 1969 had been tabulated as appropriate under "Government." With the option now explicit, more responses may have been captured. The addition of "Private organization" in 1972 with 7.4% of all participants was likely to have drained off responses from "Other" and "Don't know."

The proportion of participants selecting "Self/Family" slipped from 57.2% in 1969 to 54.6% in 1972. Nevertheless, the approximately one out of two participants who said payment was from a personal source was a healthy proportion; it was possible that a participant who checked "Self/Family" as a source of payment for his course may also have indicated an additional one or more sources. One out of four participants indicated the employer as a source of payment; only one out of five selected some sort of public funding.

TABLE VII-2

Participants in Adult Education by PAYMENT, for 1969 and 1972

(numbers in thousands)

	1969		1972		Percentage Change for Participant Numbers in 1972
	Number[1]	% of Total	Number	% of Total	
TOTAL	13,041[1]	100[2]	15,734	100	20.7
Self/Family	7,463	57.2	8,597	54.6*	15.2
Employer	3,565	27.3	4,076	25.9	14.3
Public Funding	1,313[3]	10.1	2,835	18.0*	115.9
Private Organization[4]	--	--	1,161	7.4	--
Other	1,709	13.1	725	4.6*	-57.6
Don't Know	317	2.4	200	1.3*	-36.9
Not Reported	132	1.0	160	1.0	21.2

SOURCE: Derived from Imogene E. Okes, *Participation in Adult Education, 1969, Final Report* and *Participation in Adult Education, 1972* (in preparation); U.S. Department of Health, Education, and Welfare; National Center for Education Statistics.

---

[1] Column totals will not sum because more than one response was permitted for a course; participants could take more than one course.

[2] Percentages will not add to 100.0 because of multiple responses and multiple courses; however, no participant was counted more than once in a cell.

[3] Tabulated from "Other" responses described in the 1969 survey.

[4] Not included in 1969 participation survey.

*The comparable percentage for 1969 differs with statistical significance.

In spite of possible differences among participants in understanding the meaning of the response options, it can hardly be said as viewed from the participant's perspective that any level of government, Federal, state, or local (or any combination) is proportionally an overwhelming subsidizer of adult education.

Facility

In 1969 the response option was "School or college building;" in 1972, as reflected in Table VII-3, the item was separated into "School building" or "College or university building." With the summation of the relevant numbers for 1972, the comparable figure for 1969 is 9,035,000. This total may include a number of participants twice because of the possibility of multiple course taking. Even so, the absolute increase in number of 1972 over 1969 is 21.5% and differs little from the overall percentage increase in participants (20.7%). Proportionally, too, the percentage for 1969 was 57.0%; for 1972 the combined percentage (28.3% plus 29.2%) was 57.5%, hardly a big increase.

The significant increase between 1969 and 1972 was for the use of religious property. Here the proportions of all participants, although not large, did go from 5.3% to 6.4% with an absolute growth of participants from about seven hundred thousand to one million or 47.7%. Although such growth was not apparent for "Community Center," the change or increase in use of religious properties is consistent with suggesting the importance of community organizations as sponsor. In the NCES report on community organization[1], churches formed a large part of that classification.

Content

Sponsors are concerned here with the type of credit, if any, for their courses, what the courses will encompass, and how the courses will be presented.

---

[1] *Op. cit.*

TABLE VII-3

Participants in Adult Education by FACILITY, for 1969 and 1972

(numbers in thousands)

	1969		1972		Percentage Change for Participant Numbers in 1972
	Number	% of Total	Number	% of Total	
TOTAL	13,041[1]	100 [2]	15,734	100	20.7
School Building[3] College [3]	7,434	57.0	4,446 4,589	28.3 29.2	-- --
Community Center	724	5.6	815	5.2	12.6
Religious Property	685	5.3	1,012	6.4*	47.7
Place of Work	1,560	12.0	1,883	12.0	20.7
Private Home	1,429	11.0	1,607	10.2	12.5
Hotel/Pub. Com. Bldg. [4]	--	--	1,882	12.0	--
Hospital [5]	--	--	217	1.4	--
Other *(describe)*	2,299	17.6	1,319	8.4*	-42.6
Not Reported	88	.7	131	.8	48.9

SOURCE: Derived from Imogene E. Okes, *Participation in Adult Education, 1969, Final Report* and *Participation in Adult Education, 1972* (in preparation); U.S. Department of Health, Education, and Welfare; National Center for Education Statistics.

---

[1] Column totals will not sum because a participant may report on two or more courses with different facilities.

[2] Percentages will not add to 100.0 because of multiple courses with different facilities.

[3] Options were combined in 1969 participation survey.

[4] Not included in 1969 participation survey.

[5] Tabulated from "Other" responses described in the 1972 survey.

*The comparable percentage for 1969 differs with statistical significance.

Credentialling

Except for the college or university areas, adult education participants, as shown in Table VII-4, seem generally less concerned about credentialling in 1972 compared with 1969. For three of the credit items, the proportional changes downward were statistically significant: "8th Grade," "Certification/License," and "Other Credit." For the remaining response option, "High school," or the Adult Secondary Education, the proportion to total participants declined in 1972 but not with statistical significance (from 4.2% in 1969 to 3.8% in 1972, with an absolute increase in participants of only 45,000 or 8.2%). On the other hand, the proportion of those not seeking credit in 1972, although a hefty 57.7% of all participants, did not rise with acceptable statistical significance from the 56.1% in 1969 (the t-value was 1.[illegible]0, while the criterion used in this report is 2.00). There were, nevertheless, approximately 1.8 million more "No Credit" seekers as participants in 1972, or a 24.1% increase.

Examination of those participants seeking some sort of college or university degrees suggests growth here. The combined responses for "2 or 4-Yr. College" and "Postgraduate Professional" for 1972 yielded an estimated number of 3,662,000 participants or 23.3% of that year's 15.7 million participants, The absolute growth in numbers of such participants was approximately one million or a 38.6% increase over the comparable estimate for 1969. The proportional increase for 1972 over 1969 (23.3% compared with 20.3% in 1969) would most likely be statistically significant (this test was not made because of the difference in presentations for the two years).

Table VII-4 suggests that while people may increasingly use the colleges, universities, and professional schools for degree oriented goals, such growth is not reflected in other credentialling areas. The participant in 1972 tended more, perhaps, to select his courses for personally satisfying reasons than compliance with institutionalized requirements.

TABLE VII-4

Participants in Adult Education by CREDIT, for 1969 and 1972

(numbers in thousands)

	1969		1972		Percentage Change for Participant Numbers in 1972
	Number	% of Total	Number	% of Total	
TOTAL	13,041[1]	100[2]	15,734	100	20.7
No Credit	7,319	56.1	9,082	57.7	24.1
8th Grade	45	.3	13	.1*	-71.1
High School	549	4.2	594	3.8	8.2
Certification/ License	2,486	19.1	2,722	17.3*	9.5
2 or 4-Yr. College[3]	2,642	20.3	2,170	13.8	--
Postgraduate/ Professional[3]			1,492	9.5	
	2,642	20.3	2,662	23.3	3.0*
Other Credit	786	6.0	624	4.0*	-20.6
Not Reported	133	1.0	212	1.3	59.4

SOURCE: Derived from Imogene E. Okes, *Participation in Adult Education, 1969, Final Report* and *Participation in Adult Education, 1972* (in preparation); U.S. Department of Health, Education, and Welfare; National Center for Education Statistics.

[1] Column totals will not sum because a participant may report on two or more courses.

[2] Percentages will not add to 100.0 because of multiple courses.

[3] Options were combined in 1969 participation survey.

*The comparable percentage for 1969 differs with statistical significance.

Nature of Courses

The participation survey assessed course content in two different ways: one, the participant wrote a short statement on the content of his course which was coded by Bureau of the Census editors according to a detailed classification scheme used initially for the NCES 1969 participation survey[1] and two, the participant classified the content of his own course on the questionnaire by selecting from response options which were patterned at a higher level of generalization after the detailed classification scheme.

Data from these two approaches were expected to overlap but vary somewhat independently. Two different types of coders, i.e., the Census editor and the participant, one trained (the Census editor) and one not, would operate with somewhat different frames of reference. Methodological interest was in the extent of overlap. Analysis of the 1969 and 1972 participation data[2] showed considerable agreement or overlap which differed somewhat with the types of courses. Agreement was somewhat less for courses belonging to the AFE or EPD areas than the JRE or Residual (general interest or general education).

Classification of a course, whether by Census editor or the participant, was expected to vary to a more appreciable extent from the reasons the participant gave for taking his course. For instance, a participant might be motivated to take a typing course for self improvement, while the Census editor could code it under some type of education. Similarly, the participant might take an occupational course for an avocational reason.

Knowledge of reasons for wanting courses and content of courses help sponsors and policy makers to better understand the needs in adult education.

---

[1] *Op. cit.*

[2] *Op. cit.*

TABLE VII-5

Participants in Adult Education by WRITTEN ACTIVITIES CODED by CENSUS EDITORS, for 1969 and 1972

(numbers in thousands)

	1969		1972		Percentage Change for Participant Numbers in 1972
	Number	% of Total	Number	% of Total	
TOTAL	13,041[1]	100[2]	15,734	100	20.7
General Education	3,403[1]	26.1[2]	3,899	24.8	14.6
ABE	248	1.9	161	1.0*	-35.1
Americanization	47	.4	64	.4	36.2
High School/ College Credit	3,143	24.1	3,727	23.7	18.6
Other Gen.Ed.	22	.2	9	.1	-59.1
Occupational Training	7,217[1]	55.3[2]	9,016	57.3*	24.9
Voc/Technical	3,946	30.3	4,836	30.7	22.6
Manager/Prop	2,150	16.5	2,791	17.7	29.8
Professional	1,510	11.6	1,805	11.5	19.5
Other Occ. Training	73	.6	189	1.2*	158.9
Community Issues	1,354[1]	10.4[2]	1,817	11.5*	34.2
Civic/Public	347	2.7	464	2.9	33.7

See next page for footnotes.

TABLE VII-5 (Continued)

Participants in Adult Education by WRITTEN ACTIVITIES CODED by CENSUS EDITORS, for 1969 and 1972

(numbers in thousands)

	1969		1972		Percentage Change for Participant Numbers in 1972
	Number	% of Total	Number	% of Total	
Religion	601	4.6	801	5.1	33.3
Safety and Survival	435	3.3	565	3.6	29.9
Other Com. Issues	3	.0	24	.2	700.0
Personal/Family Living	1,547[1]	11.9[2]	1,844	11.7	19.2
Home/Family Development	928	7.1	1,203	7.6	29.6
Personal Development	656	5.0	677	4.3	3.2
Other Personal and Family	4	.0	16	.1	300.0
Social/Rec. Lessons	1,501[1]	11.5[2]	1,895	12.0	26.2
Hobbies/Crafts	1,105	8.5	1,262	8.0	14.2
Group Rec. Lessons	148	1.1	170	1.1	14.9
Sports Lessons	273	2.1	507	3.2*	85.7

See next page for footnotes.

TABLE VII-5 (Continued)

Participants in Adult Education by WRITTEN ACTIVITIES CODED by CENSUS EDITORS, for 1969 and 1972

(numbers in thousands)

	1969		1972		Percentage Change for Participant Numbers in 1972
	Number	% of Total	Number	% of Total	
Other Soc/ Rec. Lessons	8	.1	19	.1	137.5
Miscellaneous	163	1.2	154	1.0	- 5.5
Not Reported	0	0	0	0	0

SOURCE: Derived from Imogene E. Okes, *Participation in Adult Education, 1969, Final Report* and *Participation in Adult Education, 1972* (in preparation); U.S. Department of Health, Education, and Welfare; National Center for Education Statistics.

---

[1] Column totals will not sum because a participant may report on two or more courses.

[2] Percentages will not add to 100.0 because of multiple courses.

*The comparable percentage for 1969 differs with statistical significance.

Codings by Census Editors

Course content data, as coded by the census editors, is given in Table VII-5. It is here compared with the material presented in Tables V-8 and V-9, which categorized adult education courses from reasons given for participation. For example, in 1972, 54.0% of the participants were categorized in Job-Related Education; according to census editors, 57.3% of participants had courses coded as occupational. The proportion of participants in Adult Functional Education was 26.1% and census editors coding of courses was approximately 23.2%. The biggest difference was between Education for Personal Development which included 6.5% of all participants and the largely comparable category, Social/Recreation Lessons, in which the census editors coded 12.0% of all participants.

Differences in the two classifications extended to changes between 1969 and 1972. Although participation in JRE courses declined from 56.1% in 1969, to 54.0% in 1972, coders found that participation in occupational training courses rose significantly (up from 55.3% in 1969, to 57.3% in 1972). Another small difference: participation in sports lessons increased from 2.1% in 1969 to 3.2% in 1972, but EPD, which would include sports lessons, changed hardly at all. Changes found for participation in courses dealing with community issues were consistent between the two classifications--11.5% in 1972, up from 10.4% in 1969.

Participant Classification of Courses

Similar patterns of comparison are found when one compares the participant's own classification of course content (Table VII-6) with the categories in Chapter V. There are some differences, however. Table VII-6 shows the proportional increase in occupational training was due solely to the proportional increase in participants for the subcategory of "Professional" and not for "Technical/Vocational," which tended to go down, or for "Managerial," which remained almost exactly the same. Community issues, although increasing proportionally,

TABLE VII-6

Participants in Adult Education by PARTICIPANT'S OWN CLASSIFICATION of ACTIVITY, for 1969 and 1972

(numbers in thousands)

	1969		1972		Percentage Change for Participant Numbers in 1972
	Number	% of Total	Number	% of Total	
TOTAL	13,041[1]	100[2]	15,734	100	20.7
General Education	3,553[1]	27.2[2]	4,074	25.9	14.7
A.B.E.	585	4.5	624	4.0	6.7
Americanization	95	.7	91	.6	- 4.2
High School/ College Credit	2,907	22.3	3,382	21.5	16.3
Occupational Training	5,816[1]	44.6[2]	7,310	46.5*	25.7
Technical/ Vocational	2,951	22.6	3,427	21.8	16.1
Managerial	938	7.2	1,143	7.3	21.9
Professional	2,111	16.2	2,997	19.0*	42.0
Community Issues	1,202[1]	9.2[2]	1,545	9.8	28.5
Civic/Public	279	2.1	342	2.2	22.6
Religion	678	5.2	809	5.1	19.3

See next page for footnotes.

TABLE VII-6 (Continued)

Participants in Adult Education
by PARTICIPANT'S OWN CLASSIFICATION OF ACTIVITY, for 1969 and 1972

(numbers in thousands)

	1969		1972		Percentage Change for Participant Numbers in 1972
	Number	% of Total	Number	% of Total	
Safety	262	2.0	412	2.6*	57.3
Personal and Family	1,580[1]	12.1	2,209[2]	14.0*	39.8
Home and Family	438	3.4	645	4.1*	47.3
Personal Development	1,164	8.9	1,615	10.3*	38.7
Social and Recreational	1,552[1]	11.9	1,895[2]	12.0	22.1
Hobbies and Craft	1,137	8.7	1,345	8.5	18.3
Sports and Recreation	449	3.4	624	4.0	39.0
Other	510	3.9	406	2.6*	-20.4
Not Reported	62	.5	128	.8*	106.5

SOURCE: Derived from Imogene E. Okes, *Participation in Adult Education, 1969, Final Report* and *Participation in Adult Education, 1972* (in preparation); U.S. Department of Health, Education, and Welfare; National Center for Education Statistics.

---

[1] Column totals will not sum because a participant may report on two or more courses.

[2] Percentages will not add to 100.0 because of multiple courses.

*The comparable percentage for 1969 differs with statistical significance.

TABLE VII-7

Participants in Adult Education by METHOD of INSTRUCTION, for 1969 and 1972

(numbers in thousands)

	1969		1972		Percentage Change for Participant Numbers in 1972
	Number	% of Total	Number	% of Total	
TOTAL	13,041[1]	100[2]	15,734	100	20.7
Classroom [3]	9,580	73.5	9,108	57.9	--
Lecture			5,091	32.4	--
Workshop	4,367	33.5	5,017	31.9*	14.9
Private Instruction Tutor	1,716	13.2	1,345	8.5*	-21.6
Job Training	910	7.0	1,141	7.3	25.4
Correspondence	1,110	8.5	1,195	7.6	7.7
TV/Radio	83	.6	148	.9*	78.3
Other *(describe)*	490	3.8	621	3.9	26.7
Not Reported	90	.7	135	.9	50.0

SOURCE: Derived from Imogene E. Okes, *Participation in Adult Education, 1969, Final Report* and *Participation in Adult Education, 1972* (in preparation); U.S. Department of Health, Education, and Welfare; National Center for Education Statistics.

---

[1] Column totals will not sum because more than one response was permitted for a course; participants could take more than one course.

[2] Percentages will not add to 100.0 because of multiple responses and multiple courses; however, no participant was counted more than once in a cell.

[3] Options were combined in 1969 participation survey.

did not reach statistical significance for the difference. However, in this case the subcategories of "Personal and Family" (which is a part of AFE) each increased somewhat substantially in proportions. (For the editors' codings the other part of AFE, Community Issues, had increased significantly.) The proportions for "Social and Recreational" (EPD) remained about the same for both years.

Method

Table VII-7 presents figures for participation in adult education programs according to the method of instruction, and again compares 1969 with 1972. However, approximately one-third of all 15.7 million participants identified the workshop as the method of presentation for their courses. And private instructors still were used by 8.5% or 1.3 million of the participants. Many of the same participants may be counted in "classroom" and "lecture." The only clear proportional growth was the small one for "TV/Radio." It went from .6 of a percent in 1967, to .9 of a percent in 1972. The absolute increase was an estimated 65,000 participants or 78.3% over 1969. Increasingly better technology and techniques of presentation could see this method much better exploited in the future by various sponsors of adult education.

Impact

Enrollment

The effectiveness of adult education programs can be estimated through assessments of enrollments. This was done in Chapter V where adult education participation was found to be large and growing. Growth or change related differentially to the reasons subsumed under educational categories.

Completion

Table VII-9 reveals no statistically significant proportional change in the number of participants who dropped one or more courses.

One in ten participants failed to complete one or more courses in 1972. Additionally, there was an absolute increase of 293,000 participants or 33.0% dropping a course in 1972 compared with 1969. Looked at another way, there were an estimated 1,970,000 courses dropped in 1972; the estimate was 1,470,000 in 1969. There were 34.0% more courses dropped in 1972. However, the proportions of dropped courses to total courses for 1969 and 1972 were 7.3% and 7.7%.

In 1969, 11.6% of all participants who had one or more dropped courses, dropped at least two courses. But in 1972 this proportion fell to 10.7%.

One new question was added to the 1972 participation survey. Those 1,580,000 participants who dropped one or more courses were asked their reason. Directions permitted them to give one or two reasons. No more than 7% of the participants gave two reasons. Evidently, attrition was caused primarily by one reason.

TABLE VII-8

Reasons for Dropping a Course

(numbers in thousands)

	Number	% of Total
Total	1,580	100.0
Changed residence or job	151	9.5
Course disappointing or too demanding	426	27.0
Financial problems	101	6.4
Illness of self or family	253	16.0
Location inconvenient	52	3.3
Language Problems	11	.7
Time inconvenient	336	21.3
Other (Describe)	360	22.8
Not reported	41	2.6

TABLE VII-9

Participants in Adult Education by COMPLETION, for 1969 and 1972

(numbers in thousands)

	1969		1972		Percentage Change for Participant Numbers in 1972
	Number	% of Total	Number	% of Total	
TOTAL	13,041[1]	100[2]	15,734	100	20.7
Finished Course	9,065	69.5	11,169	71.0	23.2
Still Taking	3,369	25.8	4,167	26.5	23.7
Dropped It	1,188	9.1	1,580	10.0	33.0
Not Reported	503	3.9	168	1.1*	-66.6

SOURCE: Derived from Imogene E. Okes, *Participation in Adult Education, 1969, Final Report* and *Participation in Adult Education, 1972* (in preparation); U.S. Department of Health, Education, and Welfare; National Center for Education Statistics.

---

[1] Column totals will not sum because a participant may report on two or more courses.

[2] Percentages will not add to 100.0 because of multiple courses.

*The comparable percentage for 1969 differs with statistical significance.

Table VII-8 indicates that the reasons for attrition offered more frequently are at 27%, "Course disappointing or two demanding;" at 21.3%, "Time inconvenient;" and at 16%, "Illness of self or family." Sponsors would seem to have some control over the nature of the course and its scheduling and these appear to be outstanding reasons for the one in ten participants who drops their course.

EDUCATIONAL CATEGORIES

Sponsor

Each of the educational categories and reasons within JRE and AFE was distributed by sponsor for 1972. Two percentages were provided for each sponsor. First, within the education category what percentage of participants in the category turned to the particular sponsor. Second, of all participants using that same particular sponsor what percentage fell under the education category. For instance, for Appendix Table 5-1 one finds of the 607,000 participants with one or more ABE or ASE courses, 63.6% take them from the public schools. But of all 2,200,000 participants taking one or more courses from the public schools, 17.6% of them do so for ABE-ASE purposes.

This same procedure is followed in the relevant Appendix tables for 1969's participation survey. Tests of statistical significance can be applied for differences in percentages for the two years. Those percentages which are different received asterisks for the 1972 data.

A perusal of the Appendix Tables 5-1 through 5-9 will generally show utilizations of sponsors consistent with expectations. Participants in the educational categories select sponsors known to offer the relevant courses. The example showed, for instance, that more than the majority of ABE-ASE participants took their courses from the public schools. Moreover, no other sponsor had as many of their participants taking ABE-ASE courses. On the other hand, participant proportions for JRE courses of all participants turning to the public schools and four-year colleges declined in 1972 (see Table 5-2 in the Appendix) in 1972. This phenomenon was most striking for the public schools. Compensatory proportional increases for the two sponsors were found for participants taking AFE courses (see Table 5-5). There was a greater increase for the public schools. Of the 1,970,000 participants turning to this sponsor in 1969, 34.8% took an AFE course, while in 1972, of the 2,200,000 participants using that sponsor, 40.2% did so for an AFE course. Even so, in 1972, 59.0% of all participants receiving courses from a community organization as sponsor had one or more AFE courses. And of all those participants with AFE, the largest proportion (28.6%) turned to a community organization. The next largest proportion (21.5%) was for the public schools.

Table 5-8 in the Appendix for EPD shows that 26.3% used the public schools; 25.9%, community organizations; and 19.7%, a tutor or private instructor.

In Tables 5-1 through 5-9 extreme care should be exercised in interpreting changes in proportions between 1969 and 1972 for the sponsor options of "2-Yr. College or Technical-Vocational Institute" and "Private Vocational, Trade or Business School." As explained earlier, the placement of "Public" in front of the former option in 1972 confounded that year's results when compared with 1969's.

Payment

In 1969 there was no "Public funding" response option for participants under the question on payment. Census editors coded the written-in descriptions for the "Other" option in terms of governmental support or public funding. With the option explicit in the 1972 survey, it is likely that that very fact increased its response rate. Consequently, changes in "Public funding" for the two years must be interpreted with caution. This, of course, probably impacts on changes for the options, "Other" and "Don't know." Also, participants were permitted more than one response to the payment question.

One consistent statistic in Appendix Tables IV-A-10 through IV-A-18 on educational categories by payment is the large proportions of participants in each category who checked payment for course by "Self or family." The lowest proportion at 39.5% was in "To improve or advance in job." The largest proportion for this reason was 49.1% for payment by employer; perhaps this latter statistic is more noteworthy because it is no higher.

The proportion of participants who contributed (or paid totally) for courses under the various categories or reasons commenced to peak at 70.1% for the reason of personal or family interests and finally reached the highest at 85.9% for the category "Education for Personal Development." The data support the conclusion that society, whether the public or private sector, has felt more responsibility to see that the individual is educated for employment purposes. The individual is much more on his own when he seeks better coping skills for living and courses that can lead to personal enjoyment.

Attrition

In an earlier section in this chapter, the data showed that 10.0% of the 15.7 million participants in 1972 dropped one or more of their courses. Additionally, there is no way to be sure how many of the 26.5% of the participants still taking a course completed it. Attrition is usually a loss to everyone. Statistics show that the greater proportions of dropouts are among those less than 35 years, those with no more than a high school diploma, the women, and the nonveterans. Generally, these are the same people, including Black participants, who are overrepresented among the dropouts. For instance, although Black people represent 6.4% of all participants, they are 12.1% of those who drop out.

Similarly among sponsors, though dropouts were 10% of all participants, the dropouts for participants in the public schools (2,200,000) in 1972 represented 20.3% (this was up from 18.0% in 1969). Dropout proportions of total participants for a sponsor were lowest for employer (2.6%), labor or professional association (2.9%) and the four-year college or university (5.3%). Among the various methods, the dropout proportion was only overrepresented among the 9.1 million in classroom courses at 12.2% compared with the overall 10.0%.

TABLE VII-10

Dropout Proportions to Participants by Reason, 1972

Category of Education	No. of Participants Giving the Reason	Proportion of Participants Dropping Out
General Information	2,513	12.8
Improve or advance in job	6,714	5.6
Get a new job	1,779	14.0
Community activity	418	3.3
Personal or family interests	3,694	11.4
Social or recreational reasons	1,019	11.5

The proportions of dropouts were greatest for the reasons "to get a new job" and "general information." They were lowest for "improve or advance in job" and "community activity courses."

SUMMARY

Examination of the various aspects of the delivery systems show a multiplicity of avenues open to the would-be participant anxious to satisfy his needs through adult education. From a broad perspective, changes between 1969 and 1972 for the participants' utilizations of the delivery systems seem minor. Apparent changes were more likely due to the methodological improvements in the 1972 survey than to substantive differences.

The four-year college or university was the most used sponsor with one out of five participants choosing it. Next, the employer had 16% of all participants and then the public schools with 14%. Another NCES report on community organizations[1] in conjunction with current rates suggest a strong future growth for this type of sponsor.

---

[1] *Op. cit.*

The question of payment revealed that more than one out of two adult education participants contributes to or pays for the expenses of his course. Fees for one out of four participant's were paid for by employers; and one of five were paid for by public funds.

School and college buildings were most frequently used as facilities. Although its proportion of the total was small (6.4%), participants using "Religious property" increased significantly in 1972. Most likely, such facilities would have belonged to the community organization as sponsoring agency.

The data indicate a significant growth in occupational education for professionals. Adult functional education also increased significantly.

The workshop, although proportionally decreasing between 1969 and 1972, still accounted for the method of presentation for one out of every three participants. "TV/radio," even though representing a miniscule proportion of the total, increased with statistical significance in 1972.

One out of ten participants dropped one or more of his courses. Such a rate is notably low when viewed in the light of attrition in many areas of higher education. The major reasons offered by participants for dropping out were "the course was disappointing or too demanding," "illness of self or the family," and the "inconvenience of the time."

When delivery systems are analyzed according to participants in educational categories, some additional variations occur. Though there was general congruence between the type of course and the sponsor used, some changes occurred between 1969 and 1972 which may be more than ephemeral. The proportional declines for JRE among participants in public schools and four year college or university programs in 1972, were complemented by proportional increases in AFE;

the changes were steeper for the public schools than colleges and universities. The public schools and community organizations catered more than other sponsors to adult participants with AFE and EPD reasons for their education.

Regardless of educational category, participants who checked "Self/family" as source of payment comprised a very large portion of all participants. For example, for EPD courses, 85% of the participants paid for the courses themselves.

Attrition rates were higher than the overall figure for the young, the less educated, the Black participant, for those in public school courses, those taking courses to get a new job, and those for whom the reason for taking the course had been "general information."

VIII

STATE AND LOCAL ADULT EDUCATION PROGRAMS

DATA BASE

Knowledge about the dynamics of the support and delivery systems for adult education on the state and local levels can be obtained from a study of information about public school adult education programs provided by the several State Education Agencies. Questions can be answered about the programs and their purposes by looking at educational categories, enrollments, staff, enrollment/staff ratios, cooperating sponsorships, and changes in support by the Federal, State, and local levels of government.

Such a survey collecting this information from the public school system was conducted by NCES in 1970.[1] The Chief State School Officer of each state and the District of Columbia supplied the information requested in what was the most comprehensive and carefully contrived study of its kind. Previous studies had not covered as many areas, and informational gaps were all too evident.[2] In the present study, each state provided information on 27 specified Federal adult education programs (including four sponsored by OE) in which their public schools participated; other appropriate Federal programs not among the 27 listed were added by each state. Programs originating at state or local levels were separately identified. For all programs the survey coordinator supplied information on other cooperating sponsors outside the State Education Department. Then, each program was categorized according to whether its primary or secondary purpose was one of five categories: basic education, preparation for high school equivalency or General Education Development (GED) tests, occupational training, general academic or college subjects, and other adult education. For each program originating at the Federal, State, or local levels, statistics were given for enrollments and staff which specified full-time or part-time with full-time defined as 15 or more hours a week.

---

[1] Imogene E. Okes, *Adult Education in Public School Systems: 1968-69 and 1969-70*. U.S. Department of Health, Education, and Welfare: Office of Education, National Center for Education Statistics, 74-165. Stock Number 1680-01323, Washington, D.C.: U.S. Government Printing Office, 1974, 106 pp.

[2] Homer Kempfer. *Adult Education Activities of the Public Schools, Report of a Survey, 1948-49*. Federal Security Agency, Office of Education Pamphlet No. 107, Washington, D.C.: U.S. Government Printing Office, 1949. 21 pp. and John B. Holden. *Adult Education Services of State Departments of Education*. Office of Education Publications Misc. No. 31. Washington, D.C.: U.S. Government Printing Office, 1959. 48 pp.

Because of administrative procedures in the states and administration of the survey, two additional sets of data were collected. With some State Education Agencies not offering any adult education in the public school system, the responsibility fell to the public 2-year community and junior colleges. Consequently, for every state, information solicited was to include data from the State Education Agency and, as appropriate, the public 2-year colleges. Furthermore, plans for the NCES survey were completed at a time when it was possible to ask for information on both the school years of 1968-69 and 1969-70.

REPORTING AGENCIES AND PROGRAMS AT GOVERNMENTAL LEVELS OF SPONSORSHIPS

Approximately one-quarter of all programs were reported by the public community colleges. There was a great variety in the reports from the states with some exclusively from the State Education Agency and others only from the community colleges.

Fifty-one percent of all programs reflected Federal contributions. However, to say that only 49 percent of programs were funded by state and local governments may be an underestimation of their overall involvement. Instructions for the survey completion form had asked that programs be listed as they first occurred for funding, starting from Federal through State and down to local sponsorships. This procedure was followed to avoid possible duplication in reporting statistics. Of the 49 percent of programs without any Federal support, 22 percent were at the state level and 27 percent at the local level.

The proportion of all community college programs was 36 percent at the local level; of all programs for the State Education agencies the proportion was a lower 24 percent.

There was a masking of state and local activity in programs. As mentioned above, although Federal programs were each specifically identified, the lack of a common reporting system among the states resulted in some programs being grouped at State and local levels. Grouped reportings represented 35 or 8.1 percent of the 433 line entries for State and local; they were not counted as programs. Enrollment or staff statistics, however, were not affected.

Over the short one year span, the number of identifiable programs increased. Of the 851 programs, 99 percent occurred both years. Of the 13 nonrecurring programs, twelve were new programs and one of the earlier programs was dropped. Over half of the 12 new programs in 1969-70 dealt with some kind of occupational training.

COOPERATIVE SPONSORSHIP OF PROGRAMS

A determination was made of what non-public school institutions cooperated with public schools to provide adult education. The group cooperating with a public school could be a Federal, state, or local agency or a private organization. Cooperation included the provision of funding, teachers, facilities, students, or administration. One quarter of the 839 identifiable programs involved cooperative sponsorship. The larger states tended to show a greater proportion of their Federal programs to be cooperatively sponsored. Whereas, 36 percent of all programs with some Federal support were cooperatively sponsored, the State and locally supported programs had only approximately 15.2 percent each. Federal legislation may encourage cooperative sponsorship.

A categorical scheme was developed to classify the co-sponsoring agencies. Independent codings by two coders established the reliability with which the task could be done. The text table below shows the numbers and percentage distributions according to the source of funding for the programs.

TABLE VIII-1

Cooperatively Offered Programs by Source of Funding and Type of Co-Sponsoring Agency, United States, 1968-69

	SOURCE OF PRIMARY FUNDING					
Type of Co-Sponsoring Agency	Federal	% of Total	State	% of Total	Local	% of Total
Total	164	100.0	27*	100.0	35	100.0
Federal Agencies	23	14.0	7	25.9	3	8.6
State Agencies	75	45.7	9	33.3	2	5.7
Community organizations or local agencies	18	11.0	6	22.2	20	57.1
Education agencies (Universities and private schools)	13	7.9	2	7.4	3	8.6
Multiagencies	25	15.2	3	11.1	1	2.9
Other	10	6.1	-	-	6	17.1

SOURCE: Derived from Imogene E. Okes, *Adult Education in Public School Systems, 1968-69 and 1969-70: The Complete Report with Historical, Analytical and Comparative Findings.*

*All 50 States and the District of Columbia were surveyed with 27 States noting cooperatively offered programs.

The table reveals that the most frequent co-sponsor of Federally funded programs (45.7%) was state agencies (with public schools). Again the concentration is similar for state funded programs (33.3%), but not as marked. For locally funded programs the most prevalent co-sponsors with public schools were community organizations or local agencies (57.1 percent). The data show that the co-sponsors rate with state agencies and locally funded programs is only 5.7 percent.

ENROLLMENT

A caveat should be mentioned here. It has usually been found that data from institutions suggest a higher rate of enrollment than do surveys of individuals. Institutional data, although improving in reliability, never completely eliminates duplicate counts of people. Moreover, there is a motivation to show enrollment figures that reflect creditably on the organization; this phenomenon is especially present when estimates are offered. On the other hand, sampling problems and peoples' lack of remembrance or unwillingness to admit to adult education participation often yield underestimates in surveys of individuals. Consequently, the figures in the participation survey (see Chapter V and VII) and public school surveys will not match even when adjustments may be made to make the data comparable.

Even though the absolute figures in the public school survey are valuable, the relationships among the numbers and the changes appear to be of greater utility. These may tell more about prospects for the future.

The text table below provides the absolute numbers of adult students by governmental level of sponsorship for 1968-69 and 1969-70.

Table VIII-2

Changes in Adult Education Enrollments by Source of Primary Funding, United States, 1968-69 and 1969-70

	Enrollments				Changes in Total Enrollments 1968-69 to 1969-70	
Source of Primary Funding	1968-69	% of Total	1969-70	% of Total	Number	Percent
Total	8,346,828	100.0	9,248,020	100.0	901,192	10.8
Federal	4,636,822	55.6	4,916,998	53.2	280,176	6.0
State	1,784,230	21.4	1,956,427	21.1	172,197	9.7
Local	1,925,776	23.0	2,374,595	25.7	448,819	23.3

SOURCE: Derived from Imogene E. Okes, *Adult Education in Public School Systems, 1968-69 and 1969-70: The Complete Report with Historical, Analytical and Comparative Findings.*

The preponderant numbers of adult education participants were in the public sponsorship -- well over 50% for both years. However, growth at the state and local levels seems to be far outstripping the increases in enrollments for Federal programs. For every *new* person in a Federally funded public school program, there were 1.6 persons in locally funded programs. The percentage increases from the table indicate a 6.0 percent increase for the Federally and a 23.3 percent increase for locally funded programs. Moreover, such differential growth did not seem restricted to a few states. Thirteen states showed a greater percentage increase in locally as compared with Federally funded programs, although differences in growth patterns were marked among the states.

A similar table can be reviewed which focuses on the four OE sponsored programs only. The decrease in Civil Defense Adult Education was not surprising for it was at this time that the program was being phased out.

However, none of the other OE sponsored and public school operated adult education achieved the 10.8 percent overall national growth rate in enrollments in adult education.

TABLE VIII-3

Changes in Enrollment for the Four OE-Sponsored Adult Education Programs, United States, 1968-69 and 1969-70

Enrollments				
OE Sponsored Program	1968-69	1969-70	Changes in Total Enrollments 1968-69 to 1969-70	
			Number	Percent
Adult Basic Education	462,332	502,825	40,503	8.8
Adult Vocational Education	2,508,580	2,679,169	170,589	6.8
Civil Defense Adult Education	153,670	129,910	-23,760	-15.5
Manpower Development and Training	131,326	135,732	4,406	3.4

SOURCE: Derived from Imogene E. Okes, *Adult Education in Public School Systems, 1968-69 and 1969-70: The Complete Report with Historical, Analytical and Comparative Findings*.

One more facet of the change in enrollment tends to supplement the overall growth pattern. Although the change was modest, the adult student was likely to spend more time during the week at school, that is, a smaller percent were part-time students (part-time students were defined as those who spend less than 15 hours a week in class.) For both years, though, the adult student in locally funded public school programs appeared to take courses of a less time demanding nature during the week; almost all of these adult students put in less than 15 hours a week.

TABLE VIII-4
Percent Part-Time Enrollment by Source of Primary Funding

Source of Primary Funding	Enrollment Percent Part-Time	
	1968-69	1969-70
Total	85.6	85.2
Federal	82.7	81.9
State	81.9	80.7
Local	96.1	95.8

SOURCE: Derived from Imogene E. Okes, *Adult Education in Public School Systems, 1968-69 and 1969-70: The Complete Report with Historical, Analytical and Comparative Findings.*

The public community and junior college enrollments went from 1,275,961 in 1968-69 to 1,341,744 in 1969-70 or a 5.2% increase. The pattern of growth for the programs funded for different sources was similar to the overall picture. The Federal change was - 1.7 percent; the state 12.4 percent; and the local an increase of 20.2 percent. However, the percent of those part-time yielded a strikingly different situation compared with the overall, except at the state sponsored level, the adult student spent more time per week at the school than he had the previous year.

TABLE VIII-5
Percent Part-Time Community College Enrollment by Source of Primary Funding

Source of Primary Funding	Community College Enrollment Percent Part-Time	
	1968-69	1969-70
Total	79.3	76.9
Federal	77.0	74.0
State	98.7	98.5
Local	77.6	75.2

SOURCE: Derived from Imogene E. Okes, *Adult Education in Public School Systems, 1968-69 and 1969-70: The Complete Report with Historical, Analytical and Comparative Findings.*

Just in a one year period, adult education participation grew appreciably for the public school system. The growth was not uniform with participation in programs funded by different sources and for the four OE programs. Additionally, adult students were spending more hours per week in school especially in the public community and junior colleges.

INSTRUCTIONAL STAFF

The definition of "instructional staff" excluded support and administrative personnel; the full-time criterion was similar to enrollments, at least 15 hours of instruction per week.

Many of the relationships obtained for enrollments held for instructional staff. The rate of growth, though, for the one year period was not as great, nor was the differential growth between Federal and local sponsorship nearly as steep. These data are presented in the text table on the next page.

TABLE VIII-6

Changes in Adult Education Instructional Staff by Source of Primary Funding, United States, 1968-69 and 1969-70

	Instructional Staff				Change in No. Instructors	
Source of Primary Funding	1968-69	% of Total	1969-70	% of Total	No.	%
Total	229,361	100.0	250,381	100.0	21,020	9.2
Federal	116,504	50.8	125,514	50.1	9,010	7.7
State	42,250	18.4	47,104	18.8	4,854	11.5
Local	70,607	30.8	77,763	31.1	7,156	10.1

SOURCE: Derived from Imogene E. Okes, *Adult Education in Public School Systems, 1968-69 and 1969-70: The Complete Report with Historical, Analytical and Comparative Findings.*

Here, again, as for student enrollments thirteen states showed a greater percentage increase for instruction staff in locally funded programs as opposed to Federally funded ones. However, the diversity of patterns among the states limited the meaningfulness of application of the national figures to the individual states. The text table below describes the rate of growth for instructional staff in the four OE sponsored programs during the two year period. This table will repeat the percentage increases for enrollments for comparative purposes.

TABLE VIII-7

Changes in Instructional Staff for the Four OE-Sponsored Adult Education Programs and the Rate of Change for Enrollments, United States, 1968-69 and 1969-70

OE Sponsored Program	Instructional Staff		Changes in Totals 1968-69 to 1969-70		
			Instructional Staff		Enroll-ments
	1968-69	1969-70	No.	%	%
Adult Basic Education	21,368	21,840	472	2.2	8.8
Adult Vocation Education	62,979	69,706	6,727	10.7	6.8
Civil Defense Adult Education	4,577	4,198	-379	-8.3	-15.5
Manpower Development and Training	6,582	7,128	546	8.3	3.4

SOURCE: Derived from Imogene E. Okes, *Adult Education in Public School Systems, 1968-69 and 1969-70: The Complete Report with Historical, Analytical and Comparative Findings.*

In only one comparison for either enrollments or staff did one of the four OE programs exceed the national rates of increase. The rate of increase for Adult Vocational Education instructional staff was 10.7% as compared with the national rate of 9.2% (see previous table). On the other hand, the rate of growth for enrollments for the same Adult Vocational Educational program between 1968-69 and 1969-70 was 6.8% compared with the national rate of increase in enrollments of 10.8%. These facts are highlighted in the following text table: for Adult Vocational Education the pattern of increases for enrollments and staff was just opposite to the overall changes.

TABLE VIII-8

Rates of Change in Enrollments and
Instructional Staff, United States, 1968-69, 1969-70

Type of Adult Education	Percent Increase, 1968-69 to 1969-70	
	Enrollment	Instructional Staff
Total	10.8	9.2
Adult Vocational Education	6.8	10.7
All Remaining Adult Education	12.5	8.6

SOURCE: Derived from Imogene E. Okes, *Adult Education in Public School Systems, 1968-69 and 1969-70: The Complete Report with Historical, Analytical and Comparative Findings.*

Instructional staff for the four OE programs in 1968-69 comprised 41.6 percent of all those found in the survey; 39.0 percent was the comparable figure for enrollments. The Adult Vocational Education program made up 27.5 percent of all instructors compared with 30.1 percent of all enrollments. The comparable percentages for 1969-70 were 27.8% of all instructors and 29.0% of all enrollments. This apparent proportional decline in Adult Vocational Education enrollments as compared with all adult education enrollments was earlier reported by Holden.[1]

For instructional staff, the increases for full-time instructors occurred more in the Federally funded programs than in the other two. Indeed, there were fewer full-time staff in 1969-70 compared with a year earlier for the state funded programs.

---

[1] *Op.Cit.*

TABLE VIII-9

Percent Part-time Instruction Staff by Source of Primary Funding

Source of Primary Funding	Instructional Staff Percent Part-time	
	1968-69	1969-70
Total	88.0	87.3
Federal	80.2	78.7
State	92.8	93.8
Local	98.1	97.8

SOURCE: Derived from Imogene E. Okes, *Adult Education in Public School Systems, 1968-69 and 1969-70: The Complete Report with Historical, Analytical and Comparative Findings.*

When the four OE programs are compared, the Adult Vocational Education program stands out with the greatest increase in percentage of full-time instructors or decrease in part-time instructors (at 1.4 percent points).

TABLE VIII-10

Percent Part-time Instructional Staff by Program

Program	Instructional Staff Percent Part-time	
	1968-69	1969-70
Adult Basic Education	88.4	87.5
Adult Vocational Education	84.8	83.4
Civil Defense Adult Education	97.4	98.4
Manpower Development and Training	18.5	17.9

SOURCE: Derived from Imogene E. Okes, *Adult Education in Public School Systems, 1968-69 and 1969-70: The Complete Report with Historical, Analytical and Comparative Findings.*

However, the data on enrollments did suggest a greater percentage of full-time students in Adult Vocational Education (AVE) for the period. In 1968-69 the percentage of all AVE adult students who were full-time was 16.1 percent; in 1969-70, it was 16.9 percent.

No matter what the source of funding of Adult Education programs at community colleges the percentage of part-time staff declined. Thus, more full time staff were involved with these programs.

TABLE VIII-11

Percent Part-time Community College Instructional Staff by Source of Primary Funding

Source of Primary Funding	Community College Instructional Staff Percent Part-time	
	1968-69	1969-70
Total	83.8	83.1
Federal	76.1	74.9
State	98.0	97.6
Local	92.9	92.3

SOURCE: Derived from Imogene E. Okes, *Adult Education in Public School Systems, 1968-70: The Complete Report with Historical, Analytical and Comparative Findings.*

These changes to greater percentages of full-time instructors are not large, however, they are changes based on adjacent years. The data indicate that not only are more staff involved in adult education but that they are involved in more hours. This is congruent with the participation increases.

Ratio of Enrollment to Instructional Staff

From the enrollment and instructional staff statistics, it was possible to determine the number of students per instructor. Such a ratio says nothing directly about the size of a classroom, the kind of programs, or the effectiveness of the program. These ratios are not to be confused with the student-teacher ratios that pertain to classroom size. Moreover, a ratio may vary as enrollment changes and the instructional staff remains constant; or as enrollment stays constant and staff changes. Obviously, changes occurred in both enrollments and staffs over the one year period. The failure of staff members to keep pace with the enrollment statistics suggests an overall higher ratio (students to teachers) for 1969-70 than 1968-69. The text table below gives the ratio for both years by source of primary funding.

TABLE VIII-12

Ratio of Enrollments to Instructional Staff in Adult Education by Source of Primary Funding, United States, 1968-69 and 1969-70

Source of Primary Funding	Ratio 1968-69	Ratio 1969-70
Total	36.4	36.9
Federal	39.8	39.2
State	42.2	41.5
Local	27.3	30.5

SOURCE: Derived from Imogene E. Okes, *Adult Education in Public School Systems, 1968-70: The Complete Report with Historical, Analytical and Comparative Findings.*

The ratio of enrollees to staff for state sponsored programs is appreciably higher than that for the local programs. This ratio decreased in 1969-70, while the local ratio increased noticeably. Overall the percentage growth in enrollments at the local level was not matched by a proportionally similar increase in instructional staff. It appears that the Federally and State funded programs are appreciably more staffed than the locally supported programs.

PURPOSE OF ADULT EDUCATION

Each state survey coordinator was asked to classify programs according to a categorical scheme of basic education, high school or GED (General Education Development), occupational training, general and college subjects, and other. The coordinator was to place an asterisk beside the category representing the primary purpose of the program and check any of the remaining four categories that applied.

Distributions of the primary purpose ratings by the education categories and by primary source of governmental funding appear in the text table below.

TABLE VIII-13

Primary Purpose Ratings of Programs by Educational Categories and Primary Source of Governmental Funding, United States, 1968-69 and 1969-70

Educational Categories	Total	Federal	State	Local
	886[1]	453	191	242
	Percents of Totals			
Basic Education	14.0[2]	21.6	6.8	5.4
High School or GED	9.7	5.1	16.2	13.2
Occupational Training	32.7	37.3	28.3	27.7
General and College Subjects	16.1	6.6	16.2	33.9
Other	5.4	5.3	2.1	8.3

[1] These include both identifiable and grouped reportings for which ratings were requested.

[2] Percentages may not sum to 100.0 because some states did not rate all programs or grouped reportings.

SOURCE: Derived from Imogene E. Okes, *Adult Education in Public School Systems, 1968-70: The Complete Report with Historical, Analytical, and Comparative Findings.*

The preceding data clearly show that the greatest number of programs in the public school system was for occupational training. This finding obtained whether programs were funded primarily by Federal or State sources. However, the greatest number of locally funded programs were categorized for general and college subjects. There are obviously differences in program purposes as perceived by survey coordinators for the programs funded by different governmental sources.

SUMMARY

An NCES survey of the states in 1970 provided information on adult education programs, enrollments, instructional staff, and program purposes in the public school systems. The years covered in the survey were 1968-69 and 1969-70. Data were collected by Federal, State, and local sponsorships as primary source of funding within the public school systems.

Approximately a quarter of all programs were sponsored by a non-public school group. Much of the cooperative sponsorship occurred for those programs which were primarily funded from a Federal source.

The 8,346,828 enrollments for 1968-69 increased by 10.8% in 1969-70. The rate of increase was much more rapid among those programs primarily funded from local sources (23.3 percent compared with 6.0 percent for Federal). Fifty-three percent (4,916,998) of all enrollments in 1969-70, however, were for programs primarily funded by Federal sources.

Appreciable growth in instructional staff was also found for the one year period. The 229,361 instructors in 1968-69 increased by 9.2% for 1969-70. Although the rate of growth was again higher for the local governmentally funded programs, the difference with Federally funded programs was much less striking (10.1 percent compared with 7.7 percent).

For both categories of enrollments and instructional staff, there was a general, but small increase in students who spent 15 hours or more a week at school and instructors who taught 15 hours or more a week.

For the OE-sponsored Adult Vocational Education program, the proportion of enrollments to total enrollments declined in 1969-70, while the proportion of instructors to total instructors increased. Overall a higher student/instructor ratio in 1969-70 is the result of the failure to keep pace with increasing enrollment.

Finally, occupational purposes predominate as the ones judged most important; this is particularly true for programs primarily funded by Federal and State sources. For programs primarily funded at the local level, the emphasis is on general and college subjects.

These general findings for the nation provide a background against which states can judge their individual circumstances. The data revealed a rich variety of patterns which were instituted to meet the particular needs within the states.

IX

A COMPARISON OF THE NEED FOR AND SUPPLY OF ADULT EDUCATION

INTRODUCTION

The purpose of this section of the report is to discuss the relationships between the need for adult education and the supply. In addition, as a result of the analysis of these relationships, a description of current un-met needs will be provided. These un-met needs suggest areas for Federal policies.

The previous sections of this report have indicated how economic and social conditions determine the kinds of capabilities people need to cope with and contribute to the contemporary environment. Also indicated have been the ways education can help to provide people with these capabilities. The discussion of the need for education gave consideration to relationships between educational status and socioeconomic status and also to the participation data which reveal people's own perceptions of their educational needs as manifested by the courses they take.

Not only have the needs for adult education been reviewed in this report, but consideration has also been given to the supply of adult education programs from a Federal perspective as well as from the State and local view.

This section of the report is organized in terms of the five principal educational categories that have been used throughout: Adult Basic Education, Adult Secondary Education, Job-Related Education, Adult Functional Education and Education for Personal Development.

ADULT BASIC EDUCATION

Economic and Social Analysis

The economic and social analysis indicated that the proficiencies associated with a basic education (literacy and fundamental computational skills) are general prerequisites for coping with and participating in the current environment.

Need

Census data indicate that there are approximately 18 million adults with less than an 8th grade level of education; they represent approximately 12 percent of the total adult population. These same data indicate that lack of a basic education increases sharply with age and that only a relatively small number (600,000) and percent (3%) of adults without an 8th grade education are in the younger age groups (20-24 years of age). Lack of a basic education is also associated with minority racial/ethnic status. The Census data also indicate that while labor force participation rates are lower for this educational group than for any other, most of those who seek work do find it. While percentage of employment was high for this group in 1970, the economic status of persons in this group was considerably lower than the status of the persons in the other educational groups. It appears also that women and minorities in this educational group had higher employment rates perhaps indicating a willingness to take less attractive jobs than White males. For example, 43.7 percent of the Black population without an eighth grade education was employed compared with 36.6 percent for Whites.

Participation in Adult Education

The participation data reveal that there is a relatively small amount of participation in adult basic education category and that it does appear to be concentrated on the young, the females and the minorities. Only 4% or 624,000 of 15.7 million participants identified themselves as taking an ABE course in 1972. Of this number, 30.6% were between 17 and 24 years, although of all those with less than an eighth grade education only 5.5% fell in the same age category. Similarly, 63.6 percent of those in ABE were women; they comprised 49.2 percent of all those with less than an eight grade education. It does appear, moreover, that there is little if any growth in this area.

Only 7.1% of ABE participants were between age 55 and 64, although 21.9% of those without an eighth grade education were in this age bracket. There are 37.5 percent of all those without an eighth grade education who are 65 and over, but only 3 percent of participants were in this age group.

The NCES Public School survey data indicate that in 1969-1970, approximately half a million persons were enrolled in ABE programs. This number coincides closely with the number of persons 20-24 years of age without an eighth grade education.

Supply of Programs

Not surprisingly in view of the participation data, the supply of ABE programs is relatively modest. Most ABE programs, including those Federally funded, are conducted by public schools. Federal support in this category is low although funding for this purpose may be included in job-related programs and not separately identified as to its basic education purpose. It is also known that efforts to attract people to basic education programs are increasingly costly as they try to influence the most isolated and hard core poor elements of the population, or elements of the population which have adjusted to their lack of education and are satisfied to remain as they are.

Comparison of Need and Supply

The trend is for more and more people to become literate by virtue of compulsory school attendance laws.

It does appear that the supply of adult basic education programs is being concentrated on the recent drop-outs and other relatively young members of the population including the poor and minorities. These people not only are easiest to attract to the program, but the benefits from their educational improvements are likely to be most significant as they have more productive years before them than do the older populations.

Moreover, if one considers the young the prime target population, the number of persons enrolled in ABE programs is a very substantial percentage of those needing this type of education.

Whether it is meritorious to make strenuous efforts to provide adult basic education programs for mature and elderly persons is not entirely clear. Although some advocates of the elderly propose this approach, recent surveys indicate that the eldelry themselves do not regard education as a high priority area. Moreover, to the extent they have educational interests, they seem to be concentrated in the functional education area that provides practical help to meet current problems.

ADULT SECONDARY EDUCATION

Economic and Social Analysis

The economic and social anlysis indicated that there are at least three benefits to having a high school education. First, it is a prerequisite for entry into more advanced academic activities. Second, it generally assures at least a minimum level of literacy and computational ability and may provide certain other skills that are useful. Third, it provides evidence of socialization that often acts as an entry visa to a first or even subsequent job.

Need

Census data indicate that there are approximately 55 million adults (one-third of the adults who are not in school) who do not have a high school education. Of this number, approximately 18 million do not have an eighth grade education and may be identified as candidates for adult basic education programs discussed immediately above. Lack of a secondary education increases with the age of the population but is not as concentrated in the older groups as is the lack of a basic education. Almost 17% of persons aged 20-24 (three million) do not have a high school education but have completed eighth grade. Minority groups are more heavily represented among those without a secondary education than are Whites; females are less represented than males.

Labor force participation rates are lower for persons without a secondary education than for persons with more education. There are relatively small differences in rates of employment, however, for persons with and without high school education. The 1.9 million unemployed persons without a high school degree were 2.9 percent of all those without a high school degree. Apparently, those without a high school degree have not been completely penalized economically for their educational deficiency. Particularly among the mature and older adults, adjustments have been made to these educational shortages and employment has generally been found. Recent dropouts, however, tend to have lower employment rates. Since these findings are based on 1970 census data, one might find a different situation now in view of the generally higher current unemployment rates.

Participation in Adult Education

A relatively small percentage of total adult education participants is enrolled in adult secondary education courses and this percentage declined from 1969 to 1972. The participation data indicate that those who do take ASE courses tend to be the young, drop-outs, minorities, and quite often women. Even among ASE participants, few (3.8 percent in 1972) said they took a course toward high school graduation. Participants in ASE courses are often supported educationally by public funds and tend to take these courses from traditional educational institutions. Though the data present some problems, one can see that a relatively large proportion of the younger persons without a basic or secondary education are participating in courses to overcome their deficiencies. The older person, however, is noticeably uninterested.

Supply of Programs

Obviously, since participation in ASE is low, the supply of programs is also small. This is not to indicate that there is an unwillingness to provide more of these programs or any lack of capability.

It is interesting to note that the Federal Government provides a relatively modest level of support for such programs as compared with the funds devoted to job-related education, for instance. Again, ASE programs may often be provided as a component of other programs and not be separately identifiable as an ASE course. Traditional educational institutions tend to be the principal providers of this type of program and drop-out rates are higher in these types of programs and in these types of instititutions than in the other educational categories.

Comparison of Need and Supply

If need is defined as that population without a secondary education, it is evident that the need and the supply are grossly mismatched. It has already been suggested, however, that to assume that all those without a secondary education need it is to overstate the real need by a wide margin for several reasons. First, a large proportion of those in this educational category are in the older age groups and only a small percentage of this group is interested in this type of education and would be likely to benefit from it. Second, most mature and older persons who are already working have achieved the verification of socialization by other means, principally their work experience. To expect that large percentages of the employed population would now benefit from an ASE program is probably not realistic. Third, 18 million of the 55 million persons without a secondary education do not have a basic education and they would need the latter before they could embark on the former. Fourth, many people without a secondary education have demonstrated successfully to themselves, at least, that they can cope with the problems they encounter and their participation in society would not be enhanced by a high school degree. These factors substantially reduce from 55 million the number of people who need a secondary education in an economic or social sense.

The participation data reveal that the most likely candidates for ASE programs are the young, the drop-outs, the minorities and other similar persons who would have fairly recently completed their high school education had not some adjustment or other problem arisen. It is possible that the NCES participation data underrepresent the number of persons who are actually enrolled in ASE programs and it is difficult to determine just how many people there are in what might be called the prime target group. It should be noted, however, that substantial efforts have been made to reach this group. On the other hand, since the prime group tends to be composed principally of younger persons who have not adjusted successfully to the traditional school system (or the system has not adjusted to them), and since most ASE programs are offered by this system using traditional teaching methods, it is unlikely that such programs are very attractive to this group. It is likely that changes in the nature of the ASE delivery system would result in greater participation.

In view of current high unemployment rates, it may be well to point out that many high school graduates cannot find a job so that the benefits of obtaining a high school degree as a job entry technique might be limited. It is likely that the combination of certain basic skills plus occupation skills will be more helpful in getting a job.

A number of ASE type programs are targeted specifically for minority groups including Blacks, Spanish-speaking persons and Native Americans and these efforts will probably need continued emphasis. Many of the minority persons lacking a secondary education have multiple handicaps. There are often differences in culture, values, traditions, language, mores and aspirations that make it difficult for minorities to enter and succeed in traditional programs. Consequently, recruiting efforts, especially for young adults, need to be maintained and there must be continued efforts to design ever more sensitive and effective programs. Such methods, at least, will be required to decrease the amount of unmet need for ASE.

JOB-RELATED EDUCATION

Economic and Social Analysis

The economic and social analysis indicated that there will be continually increased needs for training which prepares people to gain employment and then maintains and enhances their occupational capabilities. That is not to say that all positions will be highly technical or that there will be no opportunities for persons with limited skills. The point is that there is a long-term trend toward technical complexity and this creates growing demand for skilled technical and professional people. The rising occupational training requirements of women and minorities are also major factors to be considered.

Need

The Census data indicate a growth in the proportion of persons who are employed in the occupational categories requiring higher levels of education and training. These data also reveal that there are still many persons in the unskilled classifications and, that not surprisingly, lack of occupational skills tends to be concentrated among the young, persons with limited education, minorities and women.

Participation in Adult Education

Job-related education is by far the largest educational category in terms of number of participants (8.5 million participants in 1972 constituting 54 percent of all participants). While the rate of growth in this category from 1969 to 1972 was not as great as in some other categories, the numerical increase was still very substantial (1.2 million participants).

Job-related education has been identified as a method of acquiring and up-grading vocational skills. The participation data indicate that this is by far the largest area of adult involvement. Of the 15.7 million participants in 1972, 8,493,000 or 54.0% had one or more job-related courses. The participation data also reveal, by inference, that the principal benefits of job-related programs are persons already employed in technical and professional areas and those veterans in pre-employment programs. For instance, in 1972, 15.8% of those in the labor force took adult education; only 6.7% of those not in the labor force were participants. Over a three year period, this difference tended to increase. Additionally, in 1972, of all 10.4 million people not full-time students in the population who were classified as "professional/Technical" 34.8% took adult education, significantly up from 32.0% in 1969. The change was in the opposite direction for "Service workers, domestics, non-farm workers." Of the 12,855,000 of them in 1972, 9.0% were adult education participants. This was down significantly from 13.9% in 1969.

Females, minorities and the elderly are less than proportionately represented in the job-related education participant population. Only 5.5% of those with job-related courses were 55 years or over, though they comprised 30.5% of the total population. Although minority racial and ethnic group participation has increased, as has participation of women, their rates are still less than for Whites and males. The number of Blacks has increased in absolute numbers between 1969 and 1972 (by 29,000) by 3.0%. But proportionally there has been no change. Women comprise only 40.8% of all those with job-related courses, but this is up significantly from 35.9% in 1969. Forty-three percent of all 8 million women in 1972, took job-related courses; of all 7.7 million men 65.0% had job-related courses, even though this was a significant drop of 4% from 1969.

Since most job-related programs are of the in-service type and are supported by employers, including the Federal Government, employment is a necessary prerequisite for participation. This puts minorities and women in a disadvantageous position. Since relatively few women are veterans, they are also at a disadvantage with respect to the pre-service job-related programs which are so heavily funded by the Veterans Administration.

Supply of Programs

Job-related education programs are the most numerous of all educational categories and receive the largest share of financial support. Support comes principally from employers (who are in a position to include employee training costs as a normal business expense and therefore a tax deductible item), from individual participants in the programs and from public funds with the Veterans Administration being the largest source.

Every type of major educational provider is involved with job-related education. The data reveal that drop-out rates are least with programs operated by employers, next with colleges, vocational and business schools, and highest with public schools. The supply of job-related education is particularly concentrated on serving the mass of Americans who are working or are preparing themselves to seek work. Thus, these programs are principally provided to White, middle class, younger men. While occupational programs are provided throughout the working years, the concentration is on the younger years. Many job-related programs that are publicly funded are specifically targeted for hard core groups and often include basic education and socialization components. Only two Federally sponsored programs specifically identify women as a target group.

Comparison of Need and Supply

There is no evidence that the supply of job-related educational programs is inadequate. There is evidence, however, that women are not served on a basis equal with men. In view of the trend toward equal participation of women in all aspects of American life, job-related education programs must prepare to serve this new student group effectively. They must also serve the other groups that have not traditionally participated in full measure in the economic life of the country. Thus, one can see that the increased participation of women in these programs will require them to expand to accommodate more students while the increased participation of minorities should encourage them to adjust programs in order to be more effective with these population groups.

ADULT FUNCTIONAL EDUCATION

Economic and Social Analysis

The economic and social analysis indicates that the environment is changing so quickly that many people do not have the functional competencies to cope successfully. All these competencies are no longer learned by the traditional means - family, peers, and regular schooling. Consequently, there are new adult educational demands for help in learning currently useful coping skills.

Need

The Adult Performance Level Study of the University of Texas apparently indicates that large numbers and percentages of Americans do not have the functional competencies to deal successfully with the problems they encounter in their every day living - consumerism, financial relations, child rearing, domestic relations, and community relations. To the extent that this is true, there is a need to help people learn these new skills. In a dynamic society, older people tend to be the ones who become out of touch with the skills required by their environment though this is by no means universally true. Also, since women still generally tend to handle household management responsibilities, they are often particularly in need of these new coping skills. Thus, there appears to be an emerging need for education in such functional competencies.

Participation in Adult Education

Participation in adult functional education was second only to participation in job-related education. Moreover, there were substantial increases between 1969 and 1972 to a level just over 4 million persons.

The data indicate that of the 4.1 million persons participating in adult functional education, they are principally between 25-44 years of age (54.1 percent), high school graduates (39 percent) and women (70 percent). The greatest appeal was to White women 55 years or older as approximately one half of all adult education participants with these characteristics took one or more functional education courses.

Supply of Programs

There is evidence of a market increase in supply of programs in the adult functional education area. The data reveal that the Federal Government supports ten programs in this field with a total investment of approximately $3.5 million. The participation data, by inference, indicate that the great growth in AFE has been supported principally by other types of organizations.

Comparison of Need and Supply

At this time, there is probably a close quantitative balance between need and supply of programs. If need for such programs continues to increase rapidly, however, it can be anticipated that it will be necessary to expand substantially the number of programs offered.

The content of programs must also be continuously adjusted to the changing requirements for functional competence. New skills are required as society changes and those providing adult education programs must be alert to these requirements and provide programs to satisfy them. Standard and conventional adult education offerings and approaches are not likely to suffice in the functional education area.

EDUCATION FOR PERSONAL DEVELOPMENT

Economic and Social Analysis

In an affluent society people desire to engage in educational activities not solely because of their economic or occupational utility, but also because such involvement is personally fulfilling. It is a means of personal development and self-actualization.

Participation in Adult Education

The NCES participation data reveal that over a million adults participated in EPD courses in 1972, and that this was a 17% increase from 1969. Such participation accounts for over six percent of all adult education participants. While most of the participants in this education category are young, the category has greater appeal (in terms of percentages of participation) to the older groups as well as to the better educated, to Whites and to women.

Need

There is no direct economic rationale for this type of education so need must be expressed in social and humanistic terms that are difficult to quantify. It can be recognized, however, that as general educational attainments increase, as leisure time increases, as retirement ages decrease and as the legitimacy of non-vocational activities is ever more accepted, these factors will probably result in increased desire for education for personal development.

Supply of Programs

Education for personal development programs are provided by many types of institutions as many of these types of courses are by no means novel. Predominant are community organizations and high schools. This is the one field in which tutors who often provide music and art lessons are also important. Participants in these programs, more than in any other, pay for their own courses.

Comparison of Need and Supply

It appears that the supply of programs responds to expressed needs in this field. No particular problems of significance have been identified. One can note, however, that while there is considerable public support of EPD for regular full-time college students, the part-time adult student does not often enjoy this benefit. The full-time, part-time distinction may be becoming blurred by institutional efforts to increase enrollments.

X

POLICY ISSUES IN ADULT EDUCATION

INTRODUCTION

The policy issues discussed in this chapter come from several sources. First, the original premise of the design of the study was that if there are substantial unmet needs (the supply is not meeting the demand), that public policy consideration ought to be given to whether to remedy these deficiencies. Some of the issues reviewed deal with the deficiencies that have been identified. Another source of issues is the literature of the field. In various books, journals and other publications, views have been expressed about what policies should be pursued by the Federal Government. Since the sponsors of these views are often adult education professionals and/or representatives of substantial constitutencies, it is appropriate that these views be given consideration and that the facts available from the preceding chapters be used to examine the positions that are being brought forward. Third, there are some generally acknowledged public policy issues that apply to most areas of social concern such as who should be the principal beneficiaries, what are the more cost effective approaches, what are the most equitable approaches, what types of services should be supported, etc. Each of these sources has contributed to the selection of policy issues or of options to be considered within a broad issue.

The issues discussed in this chapter are by no means all that might be analyzed. Those selected appear most important at this time and can be illuminated by the types of data available to this project. These same data are viewed as an extremely rich vein that can be mined to analyze many other policy issues.

For each issue and/or option, an effort has been made to provide support for a particular approach as well as qualifications to this support. This parallels the conventional "pro and con" presentation, but it is suggested that there are often more than two sides to these complex issues and our task is to display some of them rather than to espouse or advocate particular positions.

POLICIES DEALING WITH THE LEVEL OF FEDERAL SUPPORT OF ADULT EDUCATION

Federal Financial Support for Adult Education Should be Increased

Justification for Consideration of this Issue

The level of Federal support for any program should be a matter of constant scrutiny and adjustment to accord with current and anticipated conditions. Adult Education is no exception. Further, because the field is so dynamic it is appropriate to consider whether the level of Federal support is adequate.

Support for this Policy

There has been general Congressional support of the concept that we are a learning society and that education for adults throughout their lives should be encouraged. At the same time this philosophy has been espoused, only $1.5 billion of a total Federal budget of approximately $400 billion is devoted to adult education as defined herein. Of the $1.5 billion, more than two-thirds is directly devoted to the education of Federal employees. Considerably less than $500 million is directly targeted for education of adults outside the Federal agencies. This amounts to about one-tenth of one percent of the Federal budget. If achievement of a better educated adult population is a high priority goal, it is certainly not receiving high priority financial support.

One can also note that in spite of the substantial growth in adult education, there are many persons who are inadequately educated in terms of literacy, job related skills and functional capabilities. Since these are often the types of persons that aren't able to help themselves, the concept of equity suggests additional financial help to these groups. As indicated earlier, if a high school education for all is indeed a national goal, over 55 million adults are the target group. Financing an educational program for such a group is probably only in the Federal realm.

The nation's productivity is closely linked to the occupational skills of its work force. Consequently, it is in the national interest to have a work force with continually improving and relevant skills. Even in the current period of relatively high unemployment, it is recognized that there are unfilled jobs in certain skilled occupations. In view of these facts, it appears the national interest could be served by financial encouragement of increased occupational education at all levels.

In short, if an educated adult population is a real national goal, it deserves a level of financial support that is likely to result in attainment of this goal.

Qualifications

In spite of very modest Federal support to date, there have been substantial increases in participation in adult education programs suggesting that Federal dollars are not necessary to finance such participation. It might also be argued that education of adults is a private matter best left to the individual, or employer with perhaps some involvement of state and local governments.

Conclusion

At this time, it appears that development of the nations' human resources through adult education is accorded a very low national priority as measured by the Federal financial support this field receives. If stated national goals of literacy, high school equivalency status, enhanced job skills and functional competence are to be achieved, considerably larger Federal budgets will be required.

In the discussions of the policy issues that follow, it is assumed that no matter how large Federal appropriations for adult education are, it will still be necessary to select groups and educational areas for emphasis. If available funds were increased substantially, however, all educational gains of one group would not have to be at the grim expense of other groups. One would expect that the whole level of educationally related competencies of adults in this country would be raised.

POLICIES DEALING WITH EMPHASIS ON DIFFERENT EDUCATION CATEGORIES

In this secton, a number of policies are reviewed that deal with possible educational categories for Federal emphasis. The categories selected for consideration are the principal ones described and discussed throughout the course of this report. It is possible, of course, that others will emerge that also deserve consideration and these same data can be used for their analysis.

Literacy for All Adults Should be a Public Policy Goal of the Federal Government

Justification for Consideration of Policy

Literacy has long been viewed as a cornerstone of American life and adult basic education has had a tradition of seeking to provide education for literacy.

Support for this Policy

According to the 1970 Census there were approximately 18 million adults with less than an eighth grade education and one can reasonably assume that most of these people were not likely to be literate. Moreover, as indicated earlier, literacy is one of the principal requirements for economic success and social mobility. In addition, those who are not literate, tend to be those least able to help themselves including the elderly, minorities, isolated, unemployed, dropouts and others often identified as the hard core disadvantaged. All of these factors suggest support for this policy.

Qualifications

The age distribution of the persons without an eighth grade education (see table below) indicates that the majority of the persons with less than an eighth grade education are 55 years of age or older. Thus, if one were really seeking to educate all illiterate adults, most of the effort would be directed at older persons. We know that these older persons tend not to be interested in this type of education, that their remaining economic contribution to society is less than for younger persons, their life style and chances are not likely to be materially influenced by becoming literate and they are difficult to attract to such programs.

TABLE X-1

Adults with Less than an Eighth Grade Education*
(by age)

Age Category	Number of Persons (in millions)	Percent of Total
17-34	2.6	14.0
35-54	5.1	28.0
55-over	10.6	58.0
TOTAL	18.3	100.0

SOURCE: Derived from U.S. Census of Population, 1970

Consequently, there are reasons to doubt whether this type of educational program is most desirable for this population group.

The next largest group with less than an eighth grade education is in the age span 35-54 years. It is true that persons without an eighth grade education have lower employment rates than other groups with more education as indicated in the table below.

TABLE X-2

Employment Rates by Race and Level of Educational Attainment*

	Level of Educational Attainment		
Race	Less than 8th Grade	8th to 11th Grade	High School Graduate
All	38.0	47.3	63.6
White	36.6	47.3	62.3
Negro	43.7	47.8	65.5
Spanish	45.5	48.3	65.0

SOURCE: Derived from U.S. Census of Population, 1970

However, if one excludes women from the employment data because their labor force participation may not fully reflect their educational status, we see that for the age group 30-34 years, for instance, (see Tables X-3 and X-4) there is less difference in employment rates between those with and without an eighth grade education. This does not, of course, speak to the issue of the quality of the jobs that are held. In this age category, while there may be many persons who are not interested in nor likely to benefit from adult literacy programs, some may be an appropriate target.

TABLE X-3

Employment Rates for Males by Race and Level of Educational Attainment*

	Level of Educational Attainment		
Race	Less than 8th Grade	8th to 11th Grade	High School Graduate
All	53.2	64.4	79.9
White	52.5	65.1	80.4
Negro	56.3	59.3	73.5
Spanish	68.3	66.6	79.2

SOURCE: Derived from U.S. Census of Population, 1970

TABLE X-4

Employment Rates for Males, by Race and Level of Educational Attainment (30-34 Years of Age)*

	Level of Educational, Attainment		
Race	Less than 8th Grade	8th to 11th Grade	High School Graduate
All	78.0	86.7	91.4
White	78.8	88.1	92.1
Negro	76.5	80.3	84.4
Spanish	84.1	86.5	88.9

SOURCE: Derived from U.S. Census of Population, 1970

Although the conventional school system is increasingly effective in retaining students and overcoming problems of illiteracy among children, there are some who do not finish eighth grade and who are not likely to have basic literacy and computational skills. This group has many minority racial and ethnic group members. Moreover, it is among this group that unemployment is highest. This group also tends to be less isolated than older persons and consequently easier to attract to programs. In short, it appears that this group might be the most appropriate target for literacy programs. As indicated more fully elsewhere, if programs for this group are to be successful, they should probably offer content that improves the socialization and job-related skills of the student as well as his literacy.

Conclusion

While a policy of literacy for all has an appealing ring to it, from a practical view, it is probably appropriate to attempt to target efforts selectively on those population groups that are most likely to benefit from adult basic education programs. Young adults, who have recently dropped out of school, seem to be prime, but not exclusive, candidates for this type of effort.

A High School Education for All Should be a Public Policy Goal of the Federal Government

Justification for Consideration of Policy

The Adult Education Act promulgates the policy of an education at least to the high school equivalency level for all. Since this is an important public policy, it is appropriate to analyze whether it deserves continuing support or should be amended by programmatic direction or legislative action.

Support for this Policy

There is unquestionably a high correlation between educational attainment and socio-economic status and the evidence is clear that those with high school educations tend to be far better off economically and socially than those without. Consequently, programs have been mandated to redress the educational deficiencies of those without a high school degree with the expectation that these programs would eventually, if not simultaneously, solve the economic problems associated with low levels of educational attainment.

Another reason to consider this as an area of continued emphasis is that the size of the group without a high school education is extremely large (over 55 million adults) and therefore represents a problem of substantial enough proportions to warrant Federal intervention. Further, as with those without an eighth grade education, many of the persons in this group are not likely to be able to help themselves unless they have external assistance and reasons of equity could prompt Federal concentration in this area.

Qualifications

If a program were to be mounted to deal completely with the entire 55 million adults without a high school education, it would have to be enormous indeed, needing to accomodate about one-third of the adult population. Moreover, it would have to involve strenuous recruitment efforts and incentives in order to obtain the participation of adults in this program for two seemingly contradictory reasons. For the most part, even those without high school degrees are employed and consequently they would have to be convinced that their economic status would be materially improved by their participation in an adult secondary education program. The unemployed persons tend to be elderly, isolated, minorities and others who are difficult to reach. Clearly, costs of such a program would be very great.

The high school degree has a high value for at least two reasons. First, it qualifies the graduate to attend an institution of "higher" education. Second, it is a credential that attests to the graduate's socialization and at least minimal educational attainments, and thus helps him to obtain employment. Most of those without a secondary education are not likely to be aspiring to a higher education and those who do, generally have the determination to seek out the education they need and Federal policy and programs should certainly encourage them to do so. For those already employed, they do not need some other evidence to attest to their socialization though, in some cases, job upgrading could result from a higher level of educational attainment. The point is simply that there are many persons who do not desire a secondary education and who are likely to be benefitted little if any by it. It should be noted in this context, that although there is a high correlation between academic achievement and economic status, there is no proof of a causal relationship. Thus, it is unlikely that the elderly who constitute the largest single group of those without a high school education, would be materially benefitted if they received high school degrees. Consequently, this suggests a modification of the public policy goal that *every* American adult should have a high school education.

The data indicate that, in practice, adult secondary education programs are targeted to selected groups, particularly the young and minorities. This reflects not only ease of recruitment for such programs but the utility of such programs to the students involved. Participation data indicate that this is the case not only for Federally sponsored programs, but those sponsored by State and local institutions. In spite of this emphasis, the Census data indicate that these groups are still lower than the average on most socio-economic indicators suggesting that this emphasis is not only well-placed but should be augmented.

Conclusions

In spite of criticism that adult secondary education programs are not reaching all adults, they do appear to be targeted at the groups most in need and most likely to benefit. This selective emphasis seems warranted with even greater attention to the needs of the minorities. Further, it may be possible to develop and support other credentialling alternatives (than a G.E.D.) to a high school degree. Such alternatives, if properly sponsored, might be more effective in providing students with marketable skills and evidence of socialization desired by employers.

Job Related Education Should be Stressed

Justification for Consideration of this Issue

At present, job-related adult education involves the greatest number of participants and absorbs the largest amount of Federal dollars. Consequently, it is appropriate to consider if concentration in this area is a policy that warrants continued support.

Support for this Policy

Economic productivity of the population is a requirement for a modern industrial society. While some identify the current United States situation as a post-industrial society, it nevertheless continues to require the productive involvement of the population. High employment and labor force participation rates appear to be closely associated with both national and individual economic well being. On this basis, one can justify the emphasis of educational programs that prepare adults to enter the labor force and, once a part of it, improve their skills, productivity, status and earnings.

Another justification for emphasis on job-related education is that there are significant population groups that have low labor force participation rates, low employment rates and work principally in marginal types of jobs. Groups characterized by these conditions are women, minority racial and ethnic groups, and the elderly. With the exception of the last group, it is logical to believe the job-related education will increase the students' prospects for economic success.

The participation data bear out the conclusion that for those adults seeking education, job-related courses are most desired. This is corroborative evidence of the values individuals place on obtaining a satisfactory job or improving employment status. The data also indicate that employers provide a considerable extent of the financial support for this type of education indicating that they too see its value.

For all these data based reasons, one can support emphasis on job-related education.

Qualifications

In spite of the fact that job-related adult education continues to be the largest single category in terms of participation, it is not growing proportionately as quickly as some of the other areas, particularly the functional education category. Thus, citizens clearly have educational requirements that are not satisfied solely by vocationally related courses.

Further, job-related education cannot be regarded as a panacea for all the country's economic problems. Increases in productivity of labor that may be occasioned by job-related education are certainly beneficial to the economy. However, unemployment and lack of job opportunities can be caused by many factors that will not be ameliorated by a more skilled work force. Indeed, the present economy requires a very wide range of capabilities and some of these are relatively unskilled. If job-related training is not realistically related to current and projected job opportunities, it is likely to do little more than increase the frustrations of those who are better trained but still out of work.

In spite of the recent emphasis on providing vocational education for minorities, the data reveal that minorities are still less well off in terms of their skills and occupational situation. This is an area of continued need.

Another major deficiency in the present job-related training approach is the fact that women are substantially under-represented. There is some evidence that even when they are participating, their courses are not generally geared to prepare them for work outside the home. Reference to the data in Chapter IV and V reveals clearly that of those participating in job-related education, there are almost twice as many who are men and this is true also for labor force participation. Moreover, of the total number of females who participate in adult education, only one third (approximately) participate in job-related programs. Should women begin to increase their rates of participation in the labor force and in JRE, and there is evidence from comparing 1969 and 1972 data that this is already happening, there could be a substantial increase in demand. It is important that the course offerings and delivery system be sensitive to the requirements of this obviously increasing constitutency.

It must also be recognized that many of the persons who need job-related training also need assistance with the acquisition of basic literacy and computational skills and the socialization related to the work environment. Thus, programs cannot focus solely on vocational skills without giving the student the other capabilities necessary for successful entry into and advancement in a work career. The supply data (Chapter VII) indicate that many such combination programs are Federally funded.

Recently, there has been considerable attention devoted to the fact that most aspects of the educational system emphasize youth and that the legitimate needs of the mature persons are not given adequate attention. In the job-related category, one can note that more than fifty percent of the participants are under 35 years of age with a growing percentage in the under 24 years of age category. It is clear that there are very substantial problems for the younger person seeking to enter the labor market or to improve his or her position in it. In addition, as indicated earlier, economic growth and complexity indicate that there are needs for continuing education of the mature and older worker to insure that his productivity is undiminished. The provision of job-related education, therefore, should encompass the diverse needs of a variety of individuals. Federal policy might be directed to insuring that this type of education is provided to the groups that would otherwise not receive it.

The data also reveal that participation in job-related education increases substantially with one's educational level and labor force participation. Since there is a general increase in education as a long term trend in this country, one can expect that this will be reflected in continuing increases in demands for job-related education. And, since labor force participation of women is increasing, an associated demand for job-related education may be anticipated.

Conclusions

A need for continuing emphasis on job-related education is evident. However, it appears that there are some groups not fully benefitting from this educational category and public policy might be directed to insuring greater participation particularly by women and minorities.

Adult Functional Education Should be Stressed

Justification for Consideration of Policy

Participation in adult functional education courses has increased more rapidly than in any other area and total participation in this type of program now is second only to job-related courses. In view of the growth and size of participation, it is appropriate to consider the Federal Government's position with respect to this field of adult education.

Support for this Policy

Adult functional education has been defined as practical nonvocational education that enables one to cope with and/or participate in the social and economic environment more effectively. The conceptual rationale for this type of education is that it helps to provide persons with coping skills which they do not otherwise acquire and which are necessary in a dynamic and complex society. The need for such capabilities and the use of education to achieve them is attested by the fact that participation in this educational category in the 1969-1972 period increased more rapidly than participation in any other, and now constitutes the second largest educational category measured by number of participants.

It is also interesting to note that unlike the other educational categories discussed thus far, interest in this area increases with age. As indicated in Chapter V, one can see that of the participants in adult education categorized by age, the percentage participating in functional education increases with each successively older age group. There is a particular interest in this area among those over 65, an interest that may be explained by several factors. One is their feeling that they are out of touch with current coping requirements and need to learn them through some formal process and second is their interest in education with an immediate pay-off (how to get more for their money) rather than the future pay-offs generally associated with credentialling types of education.

Women represent the far larger proportion of participants in this field though the changes from 1969 to 1972 suggest that this difference is being decreased. It is also relevant to note that White women have the greatest participation rates.

Qualifications

One might argue, in spite of the increase in participation rates, that this field is not an appropriate one for formal adult education, but might more properly and effectively be handled by self-instructional means--television, mass media, etc., rather than by the traditional interface of teacher and student. One might also argue that there are more pressing educational needs for the limited Federal resources that are available and that other than Federal resources should be applied to this field.

The fact that participation rates increase with age may also indicate that the younger persons are tending to obtain their coping skills from traditional sources such as their families, peers and schools. Increased efforts at this level might prevent coping skill obsolescence as one gets older. On the other hand, with a dynamic society, one can anticipate that older people will be increasingly out of step and will continue to need help to adjust successfully.

Conclusion

If the rate of increase in participation is maintained, there will be an enormous pressure to provide additional education in these practical coping skills. At the current time, there is relatively little Federal support of this field, although its importance has been recognized by the establishment of new sections within the Office of Education to concentrate on consumer education, for instance. If the growing demand is to be satisfied and if satisfaction of the demand is not to be confined principally to White women, it is likely that increased public support will be necessary. Some of this support is already being provided through Federal funding of programs for older Americans, programs that often include functional education. If larger scale programs are in the offing, they are not likely to come about solely with current funding mechanisms. In a way, the need for functional education today parallels the needs for educating immigrants about a hundred years ago. Taken in that perspective, the current need might warrant the same type of devotion that was earlier attended upon the immigrants to this country.

Education for Personal Development Should Be Stressed

Justification for Consideration of Policy

In 1972, over a million persons were identified as participants in adult education courses for personal development, a number seventeen percent higher than in 1969. In view of the size and growth of participation in this area, it warrants consideration.

Support for this Policy

In an affluent society, there should be the opportunity for all to develop their capabilities to the fullest even if such development does not appear to have an immediate economic pay-off in job-related skills. This is one of the rationales that justifies public support of liberal arts education in colleges and universities. If such support can be provided to full-time students, it is equitable to provide it also to adults taking the same types of courses as part-time students. Further, it may be argued that the more one is educated, the greater the likelihood that one contributes to the social and economic well-being of the country.

Qualifications

At present, individuals largely support their own EPD participation. This suggests no public support is needed. The economic pay-off of such education, moreover, may be less direct than with JRE or ABE/ASE.

Conclusion

If adequate funds are available to support a national effort to enhance the educational status of all adults, EPD appears to have a legitimate place along with the other categories of education. It may, however, have a lower priority than those types of adult education programs likely to improve the economic condition of the most needy population groups.

Synthesis

One of the conclusions that is common to all education categories is that Federal emphasis should be selective in order to serve a population that has an unmet need or to achieve a particular public purpose. There appears to be limited utility in such broad policies as everyone should be literate; for while the policy may be admirable, its implementation is unlikely. Further, as social and economic conditions change, one must anticipate that the relative emphasis among educational categories will change. This suggests a policy of flexible administration to achieve adults' current needs.

POLICIES DEALING WITH DIFFERENT TARGET GROUPS

One common concern of public policy is what types of target groups to serve. It is obvious that with limited resources it is generally not possible to serve fully all groups that might benefit from adult education so a determination must be made of where to place the emphasis. This issue is exacerbated by the pressure of special interest groups that want the emphasis to be on their constitutents.

The policy options noted in this section by no means exhaust the possibilities. The extensive Census and participation data presented in this volume and the related appendices permit analysts to consider other possible target groups and to explore some of the implications of concentrating resources on them.

The Educational Needs of Women Should be Stressed

Justification for Consideration of Issue

The changing roles and aspirations of women are an extremely important aspect of contemporary society and it is appropriate that adult education be considered in the light of this new development.

Support for this Policy

The data indicate that women have lower labor force participation rates than males, have smaller proportions employed in professional, managerial and skilled occupations than males and participate less in job-related adult education programs especially those supported by employers. If the disadvantageous economic status of women is to be overcome, job-related adult education can be very important.

Federal intervention may be necessary in this field because the two principal sources of funding of job-related education, other than the student and students' family, are employers and the Veterans Administration, and both of these tend to support the education of men.

Employers support the education of men because men constitute the overwhelming majority of the professional and technical employee groups that are the beneficiaries of employer programs. The Veterans Administration obviously provides its support principally to veterans most of whom are men. To redress this situation, Federal support of job-related adult education programs for women is warranted.

Qualifications

Because women represent such a large proportion of the population, even small changes in their adult education participation rates will very substantially increase the number of students. This will create a considerable strain on the present capacity to provide educational programs, particularly job-related programs. Further, the cost of supporting programs for women will be substantial and there is no assurance that there will be resulting increases in labor force participation rates, earnings, job satisfaction and other desired outcomes. This is particularly true at this time when unemployment rates are high and job opportunities limited.

Conclusion

In spite of the difficulties noted immediately above, it does appear that public support will be required at this time to assist women to achieve their occupational and economic goals. Emphasis on the adult education needs of women appears to be an appropriate response to a real unmet need. Should the Federal Government select women as a high priority target group for adult education, there are many challenges in terms of identifying and preventing discriminatory practices, developing and operating useful and sensitive programs, and being prepared for changes in the scope and nature of demands that have never been encountered before.

The Educational Needs of the Elderly Should be Stressed

Justification for Consideration of Issue

It is increasingly recognized that while gainful employment often stops at sixty or sixty-five years of age, life goes on and persons in these older age groups have many needs, desires and capabilities that have not been fully recognized. Further, there are now advocates of the needs of the elderly and their inputs are being heeded both in public agencies and private institutions. Public recognition has been provided in the Older Americans Act and the formation of a new Agency, The Administration on Aging, in the Department of Health, Education and Welfare. This Agency has counterparts in almost all states.

Since one of the areas of concern of many older Americans is education, and since there is evidence of increasing though still low rates of participation, it is appropriate to consider this group as a possible target for Federal attention.

Support for this Policy

In 1970, there were approximately twenty million persons sixty-five and over and they constituted about fourteen percent of the adult population sixteen and over. Moreover, since there has been a decline in birth rates and a long term trend toward increased longevity, the proportion of the total population in this age group is increasing.

The Census provides almost endless data indicating that the elderly, as a group, tend to be poorer, less well educated, living in poorer accommodations, etc., than the other age groups of the population. They also tend to have less access to public services and facilities, though this has been changing rapidly with the provision of Medicare and other services directed at the elderly.

With respect to the field of education, the elderly, as a group, are not only less educated than the other age groups in the population but they also participate less in adult education programs. Nevertheless, when one compares participation rates in 1969 and 1972, from the NCES data, one can note that there have been substantial percentage increases (1972 participation is a third more than 1969). While this of itself does not constitute a trend, taken with other evidence about the changes in awareness and demands of the elderly, it certainly indicates the possibility of continuing increases. It should be noted, however, that the elderly themselves rarely indicate education as a high priority need.[1]

Qualifications

Economic arguments are rarely advanced to support the concept of providing increased services for elderly people. While selected manpower programs for the eldery have been generally successful[2] and have indicated that many older persons can continue to make productive contributions well after they are sixty-five, education for the elderly is generally supported as a means of satisfying personal and social needs. This is in contrast to the rationale for educating younger people which is more often presented in economic terms.

It is also appropriate to note that systems of delivering adult education programs to the elderly, to be effective, are likely to have to be substantially different from conventional systems.

---

[1] "Analysis of the Educational Needs of the Elderly in the State of Massachusetts," prepared for the Massachusetts Advisory Council in Education, Kirschner Associates, Inc., 1975.

"Assessment of the Needs of the Elderly in the City of Chicago," prepared for the Mayor's Office for Senior Citizens, Chicago, Illinois, by Kirschner Associates, Inc., 1972.

[2] "National Evaluation of Operation Mainstream," prepared for the Office of Policy, Evaluation and Research, Manpower Administration, U.S. Department of Labor, Kirschner Associates, Inc., 1971.

The participation data indicate that elderly persons are interested principally in practical types of programs that help them to function more effectively, courses designated in this report as Adult Functional Education.

Conclusions

It is difficult to justify adult education programs for the elderly principally to improve the productivity of the students. Moreover, in spite of the fact that the elderly constitute the vast bulk of those without an eighth grade or high school education, their educational interests are not in these areas but where they perceive the most useful rewards to be, in the functional areas. Further, education is a low priority concern of the elderly compared with their interest in better income, health services and transportation. Programs for the elderly, therefore, must be designed specically to meet their needs and should involve delivery systems suitable for this less mobile group.

The Educational Needs of Minorities Should be Stressed

Justification for Consideration of Policy

Much of the literature in the adult education field has recently stressed the needs of minorities and public policy has responded by targeting many programs specifically at minorities. It is appropriate, therefore, to review this policy in the light of the available data.

Support for this Policy

The Census data reveal that Blacks, Spanish speaking, and Native Americans have a generally lower educational status than the rest of the population and also have a lower socio-economic status. To the extent that participation in adult education programs can result in improvement in their status, one can argue that encouragement of such an approach is warranted. The participation data reveal that, although there have been substantial increases in the participation of minorities in adult education programs, particularly those that are publicly funded, their participation rates are still lower than that of middle class Whites. Moreover, participation tends to be concentrated in ABE-ASE rather than in JRE.

Qualifications

The participation data reveal that minorities have the highest dropout rates in adult education, indicating either that they don't suit the programs or the programs don't suit them. Recruitment of minority adults is also difficult and costly and it is costly as well to design and conduct programs especially for them. Further, so far the evidence is scanty about the efficacy of adult education programs to improve the economic status of minority adults in the face of discrimination and limited employment opportunities that exist at this time.

Conclusion

In spite of the qualifications noted above, the markedly lower economic status of minorities warrants public intervention. To be most effective, adult education programs for minorities must be sensitively designed and deal with the whole complex of problems confronting minority adult students. Thus such programs are not likely to fit neatly into any of the educational categories that have been discussed in this report but will require combinations of courses and approaches to remedy the particular deficiencies encountered.

The participation data reveal that Black women are already extensively involved with adult education programs but Black men, and other minorities are less involved. Since job-related education tends to benefit professional and technical persons who are already employed, minorities are in a disadvantageous position in this respect. Thus, the considerable public effort already expended to help minorities warrants continuation and selective expansion, particularly in the job-related field.

The Educational Needs of the Middle Class Should be Stressed

Justification for Consideration of Policy

The middle class constitutes the largest proportion of the adult population and consideration of a policy to support its educational needs warrants consideration. Moreover, at this time, most publicly supported job-related programs for adults are to provide for the advancement of middle class technicians and professionals, particularly teachers.

Support for this Policy

At present, participation of middle class persons in adult education programs is higher than for any other group evidencing the interest and willingness of this group to achieve improvements in its educational status. Since rates of participation in adult education programs are positively correlated with educational status, one can expect that the middle class wil increasingly avail themselves of such programs without costly recruitment efforts. One might also argue that the continual improvement and upgrading of skills of this group of society is essential to the productive life of the country and its ability to deal successfully with changing problems and conditions.

Qualifications

The difficult question with respect to this group is how much public encouragement and financial support is necessary to insure high rates of participation in worthwhile adult education activities. It is known that this group tends to have the greatest personal resources available for such purposes as adult education and tends also to receive greatest support from employers who sponsor them in adult education programs. For instance, the Federal Government as an employer is notable for the support it provides for the continuing education of its technical and professional personnel. It may be that existing or other incentives that could be devised would induce employers to support adult educational programs without the direct support of the Federal Government.

Conclusion

The middle class tends to benefit substantially from adult education and society, in turn, benefits by the increased productivity of this group. At the same time, this group is in the most advantageous position to take care of itself without Federal support. It appears that methods of achieving the most appropriate balance of public and personal support for adult education for this group could come only after considerably more detailed studies of the efficacy of alternative approaches than have been a part of this project.

Synthesis

It is evident that each group in society has some legitimate claim to public support for its adult education participation. This conclusions suggests that no one should entirely be denied some public support and that the balance among claimants for support must continually be adjusted to reflect current societal conditions and needs.

POLICIES CONCERNING SYSTEMS FOR DELIVERING ADULT EDUCATION

At present there is a pluralistic system to deliver adult education programs. The deliverers include public schools, colleges and universities, technical-vocational schools, employers, community institutions and labor and professional organizations to name the principal ones. These different types of deliverers of adult education tend to cater to different types of groups, utilize different educational approaches, and stress different types of programs. Funding comes from Federal, State, local and private sources including participants, employers and others. In view of this diversity, it is appropriate to give consideration at least to what types of sponsors (deliverers) to support for different types of students and programs and what type of financial assistance to provide, if any.

Federal Government participation (or support) is provided to each of the major sponsorship categories. The means of support include direct funding, provision of services, providing vouchers to students who in turn purchase education from an institution (as in the G.I. Bill program), and tax incentives (as in the case of allowing businesses to include training courses for employees as a business expense which are thus deductible for Federal income tax purposes). Given the variety of financial approaches and the substantial sums of money involved, this area too deserves policy consideration to the extent possible using the data collected in this project.

Since the delivery system issue can be divided into a number of subordinate issues, these are discussed separately below.

Federal Policy Should be to Concentrate Support on a Particular Category of Sponsors (or Deliverers) of Adult Education

Support for Policy

If there were one obviously superior type of organization to provide adult education generally or a particular category of adult education, it would be well to concentrate public support on this type of provider as the Office of Education has tended to concentrate its support on SEAs and LEAs in the past. Such a policy would be relatively easy to administer and would be most cost effective.

Qualifications

As adult education participation is largely voluntary, one measure of the superiority of a particular type of institution is that students overwhelmingly elect to participate there. If one consults the data, it can be seen that the greatest single percentage of participation was at four year colleges and universities, but that this category accounted for only 21% of the participation in 1972. Indeed, of the five principal categories of sponsors or administrators of adult educational activities, the variation in participation ranges narrowly from 21% to 13% of total participants. On this measure, at least, one cannot conclude there is a presumption to support one type of sponsor or administrator at the expense of another. The pluralistic system appears to have merit.

Comparing participation data between 1969 and 1972, one can see that the proportion of adult participants at public schools dropped from 15.1% to 14.0% while the absolute number increased 11.7%. The public schools served larger proportions of participants with less than a high school degree than did any of the other types of sponsors. However, they also served significant proportions with high school and college degrees. As indicated earlier, all of the sponsors served persons from each of the levels of educational attainment but in somewhat different proportions. No sponsor type specialized exclusively in any one type of participant as distinguised by level of education. The same comment may be made with respect to sponsors and age of participants.

It is interesting to note, however, that of adult education programs operated by public schools, those that were supported by State and local funds grew more quickly than those supported by Federal funds. This is at least some indication that Federal financing is not essential to insure the provision of adult education programs.

There are some interesting differences in terms of the race and sex of participants. Of the various sponsor categories, public schools, two year colleges and technical schools, private vocational schools and community institutions served Blacks in slightly greater proportion than they were represented in the total participation population. Four year colleges and employers served them in lesser proportion. As for women, their participation was concentrated in the public schools and community institutions and they were least represented in employer provided programs and those provided by labor and professional organizations. Other sponsors served them in approximately their proportion to the total participant population. While these differences are significant, they may suggest future potentials for certain types of sponsors rather than the inadequacy of sponsors to deal with certain types of participants.

Another indication of the effectiveness of a sponsor or administrator of an adult education program is the dropout or non-completion rate. Overall, there is about a 10% non-completion rate. However, the dropout rate was 20.3% for adult education participants in public grade or high school offered programs indicating a far higher level of dissatisfaction with this type of institution than with the others. Of course, other factors too influence the dropout rates.

Conclusion

The data do not provide any evidence of the overwhelming superiority or deficiency of any particular type of sponsor. Thus, it would probably not be effective to concentrate Federal resources on one type. However, the relatively low growth rates of participants in public schools and four year colleges from 1969 to 1972 and the high dropout rate at the public schools, suggest that these traditional types of educational institutions may not be responding as fully as other types to current and emerging participant requirements.

Funding of Adult Education Participants Should be a Federal Policy

Justification for Consideration of Policy

At present, the Federal Government, through various means, does fund adults' participation in educational programs. It is appropriate, therefore, to consider whether continuation or modification of such a policy is appropriate. This policy issue relates closely to an earlier issue that was concerned with what type of target populations to emphasize because such emphasis usually implies financial encouragement and/or support.

Support for Policy

The NCES data indicate that most adult education in 1972, was funded by the participant or his family (54.6%), next most by the employer (25.9%), and third ranking by public funding (18.0%). The principal change from the 1969 data was the increase in public funding from 10.1% to 18.0%. The data also indicate that overall, more young people tend to take courses sponsored by public agencies, and older participants take those sponsored by private organizations. Of the more than one million participants aided by public funding, about a quarter have less than a high school education; this group, though, makes up only 14.1% of all participants. The data reveal that as educational attainment increases, the proportion of participants indicating self or family payment for courses goes up, reaching between 60 and 63% for those with some college. The data also indicate that Black participants are disproportionately represented among those with public funding: 13.5% compared with 6.4% for all participants. With educational attainment and income correlated, a similar analysis for source of payment and family income shows comparable results. It does appear evident from these data that there is a close association between need for support and the fact that it is provided from public sources. That is, the public support appears to be going to the types of persons who need it. Without such Federal support, it is unlikely many disadvantaged persons could participate in adult education programs.

Qualifications

Although the proportions of men and women participants were very close (49.2 versus 50.8), there were striking differences among sources of payment. For every man whose course was paid for by himself (or his family), there were 1.5 women. Conversely, 2.2 men to 1 woman indicated payment by an employer. Of all participants publicly funded, 54.7% were men; funding by private organizations showed 58.6% were women. One can see, therefore, that women are tending to be slighted in terms of support of their adult education pursuits. Unless Federal support is more equitably distributed between the sexes, it may be difficult to continue to justify.

Another qualification is that much Federal support for adult education participants is currently received by many professional and technical personnel who may have the resources to finance their own education. At this time, little is known of the potential consequences of reducing support to this participant group and it is possible that investigations could be mounted to determine if this investment of public funds is of continuing efficacy.

It must be recognized that much of the support for adult education programs comes from State and local levels. Indeed, support from such levels increased faster in the 1969-71 period than support from the Federal Government. If Federal support were diminished, there is little evidence to indicate whether this deficiency would be taken up by other categories of sponsors. Investigations of this possibility would also appear to be worthwhile.

Conclusions

If disadvantaged persons (particularly minorities and the poor) are to improve their educational status, it appears likely that there will have to be continued Federal support for this purpose. Moreover, Federal support may be necessary to correct the imbalance of support that affects women. Whether it is necessary to continue Federal support of other participant types such as professionals and the elderly is difficult to determine. If general improvement of the educational status of the population is an overall national goal, it would appear that financial support and/or encouragement for this goal is in order and consistent with national priorities. If the concept of a "learning society" is to be realized, it will require financial support.

Synthesis

In terms of overall policy with respect to the delivery system, it does appear that its pluralistic and varied characteristics warrant continued support. Selecting one or two delivery strategies for official sanction does not seem appropriate based on the available data. It may well be that the pluralistic and perhaps competitive nature of the system will result in the provision of programs that are sensitive to the different needs of adults.

. With respect to funding, one can see the need for increased Federal, State, local and private funding to accommodate generally increased levels of participation as well as especially sharp increases by the young, by the disadvantaged and by women.

POLICIES CONCERNING FEDERAL LEGISLATION AND ADULT EDUCATION

Many writers in the field of adult education have been extremely critical of the current status of adult education and the enabling Federal legislation. Complaints are registered that there is no coherence in the field, that many different Acts govern Federal participation and that consequently it is fragmented, overlapping and uncoordinated. Criticism is also heard about the many agencies involved, the lack of overall guidance and direction and the insensitivity to specialized requirements.

Because the Federal Government is an important factor in the field of adult education and because the field appears to be changing so rapidly, it is appropriate to consider if existing legislative approaches are sensitive to current and emerging requirements.

Federal Adult Education Legislation Should be Integrated

Justification for Consideration of Policy

Federal legislation in the field of adult education is similar to that in many fields in that it has grown up over time in response to varying requirements and pressures, to serve different constitutencies and to solve the problems of the day. It is administered by many agencies of the Government. The system, to the extent one can describe it as such, lacks the simplicity, uniformity, neatness and integration that might occur as a result of omnibus legislation devoted solely to the Federal role in adult education. Consequently, it is appropriate to consider whether it might be constructive to pass legislation that would integrate and simplify the involvement of the Federal Government in adult education.

Support for Policy

It is possible that if all Federally supported adult education programs were brought together in one piece of legislation that any overlapping and duplication might be decreased, that administration might be simplified and thus costs reduced, and that services could be improved to the benefit of current and potential students. It is also possible that this would be a method to harmonize more effectively the competing interests in this area and to permit better relationships with State and local educational institutions.

Qualifications

In a way, the legislative and administrative hodge-podge that exists appears to be suitable. It has been recognized already that there are enormous differences among adults with educational needs and interests. The heterogeneity of the group is not only evident today but the data suggest that this characteristic is becoming even more marked as ever new groups make their own special claims for education. Not only is the adult education student body distinguished by its diversity, so too are their educational requirements. Given these factors, one wonders if a more well integrated system, such as that characteristic of traditional educational institutions with more homogeneous populations is indeed warranted. This query is reinforced by indications that it is the traditional institutions, particularly public schools, that appear least sensitive to emerging educational demands of adults.

The pluralistic, somewhat competitive and fragmented arrangements that exist may be suitable for the reasons noted and, therefore, may not require major legislative overhaul.

However, improvement and refinement of arrangements, changes in emphasis and coverage, and more effective Federal leadership might all be legitimate legislative goals.

Conclusions

There does not seem to be any overwhelming reason to suggest a major overhaul of Federal adult education legislation.

Legislative Preparation Should be Made for Growth of Adult Education

Justification for Consideration of Policy

If adult education is to grow substantially, it is appropriate to consider whether Federal legislative action is necessary to relate effectively to this growth.

Support for Policy

The data clearly show that the need for adult education is increasing and is likely to accelerate. Moreover, it can be expected that at least certain groups with growing needs will not have the resources to finance their own education. Many minority groups, the elderly and young adults have limited resources for education and will very likely require increased Federal support. Such support might go directly to students or be in some form of grants to providers of educational programs. If the financial demands implied by a growth in adult education are to be met, it does appear that there will have to be some legislative plans to obtain and utilize necessary funds.

Qualifications

Many questions remain about the relative merits of different types of programs, approaches, delivery systems and students that warrant detailed exploration. It may well be that these investigations should be conducted before legislative arrangements are made to finance the expected growth. This will help to insure that any additional Federal funds are used most effectively.

Conclusions

While there will undoubtedly be a need for greater Federal support of adult education and legislative arrangments must be made for that support, it is also necessary to conduct a variety of detailed analyses of the effectiveness of alternative approaches that will guide Federal investments more effectively.

Legislation Should Promote Greater Equity in Adult Education

Justification for Consideration of Policy

Since equity of opportunity is one of the cornernstones of the American democracy and since education is often a means of realizing that opportunity, it is appropriate to consider whether present adult education legislation needs to be changed to achieve greater equity.

Support for Policy

One of the clearest areas of *de facto* discrimination is in the job-related area. Because much job-related education goes to veterans, there is discrimination against women. Because it goes largely to employed professionals and technical people, there is discrimination against the unemployed, the unskilled, the non-White and the females. Because it is largely in English, it discriminates against non-English speakers. It is recognized that certain Federally supported programs are designed specifically to help these groups. However, there are still the inequities noted. This suggests that increased Federal emphasis and financial support are required to insure equity of adult education for all elements of the population.

Qualifications

Little can really be said to vitiate the need for equity of adult education opportunity. It must be remembered, however, that the health of the country is at least in part dependent on the continued contributions of the better educated and currently more productive elements of the population and programs that help the disadvantaged at the expenses of these elements are likely to be counterproductive.

Conclusions

All aspects of present adult education legislation and the implementation of this legislation need to be examined to insure that the lack of equity that is evident is overcome.

Legislation Should Stress Attainment of Certain Academic Levels

Justification for Consideration of Policy

At present, legislation does stress the attainment of certain academic levels such as an eighth grade or a high school education. It is appropriate, consequently, to consider if these are the most constructive types of goals to establish for adult education.

Support of Policy

Since academic achievement and economic status are so highly correlated, the achievement of the former tends to assure the achievement of the latter. Moreover, this type of standard is simple to set and to understand and gives providers and students a readily identified and measured goal.

Qualifications

One clear legislative statement having to do with adult education is contained in the Adult Education Act that states as a goal, at least a high school education for all. This report has previously discussed the fact that not only is this not likely to occur (in view of the size of the population without a high school education) but that for the mature or older citizen it is probably of very limited utility. That is not to deny, however, that such a credential might be very useful for a younger person and, as such, should be encouraged for this group.

It is possible that the legislative emphasis on this credential is the result of confusing ends with means. In this case, the ends are certain capabilities that enhance employability and productivity and also certain evidence of socilaization that employers require. The data analyzed in this report suggest strongly that these need not necessarily be associated with a high school degree. Other methods of acquiring and demonstrating these capabilities are available. In view of this, it is possible that subsequent legislation might more usefully focus on providing educational opportunities to ennance personal capabilities and put less stress on credentials. Indeed, it is possible that support of different educational strategies and institutions might be contingent upon evidence that they enhance students' capabilities and not merely provide them with credentials.

Conclusion

Consideration should be given to expressing educational goals in terms of achievements and capabilities as well as or instead of education attainment levels.

Legislation Should Encourage Technological Advancement in Adult Education

Justification for Consideration of Policy

The data indicate that most adult education is provided utilizing traditional and conventional methods such as a classroom teacher and a lecture. It may be necessary to provide greater legislative encouragement to insure greater application of technological advances to adult education.

Support for Policy

Not only is adult education predominantly provided by conventional means, one also finds that dropout rates are highest when this occurs. Since adults tend to come to educational courses with very different backgrounds and capabilities, it is often difficult to apply standard texts, lock-step teaching and other conventional methods. Indeed, this group might be ideal for such applications as individualized programmed materials, television, and other approaches based on new educational technologies.

Qualifications

Development of educational technology is expensive and the results may be of questionable merit. Consequently, their application to the adult education field should be approached with caution.

Conclusion

It does appear that there are possibilities for applying educational technology to adult education with considerable efficacy. Legislative encouragement for such an approach might therefore receive serious consideration.

Synopsis

The data suggest that the legislative variety that exists today serves a useful purpose in preserving a pluralistic approach and providing for the differing needs of heterogeneous groups of adults. Thus, a major overhaul of Federal adult education legislation is probably not warranted. There are, however, possibilities for improvements that have been indicated.

WHAT AREAS OF RESEARCH AND EVALUATION APPEAR TO BE APPROPRIATE FOR FEDERAL SUPPORT?

During the course of this project, a number of areas have been identified that suffer from lack of data, and research and evaluation. In view of the increase in concern with adult education, it is appropriate to consider what types of research and evaluation might be productive. Consequently, some of these areas are noted below.

Impact Evaluations

One field of research and evaluation in adult education that has received little attention is the impacts of various programs on the participants in them. Few hard data are available to describe what differences result from different educational techniques, different auspices and surroundings for programs, different types of content, different combinations of content, different lengths of courses, etc. If such information were available, it would be of great utility for many purposes including the allocation of funds with greater benefit to adults.

Research on Ways to Encourage Participation

Another area that might benefit from systematic research and evaluation is how to encourage different types of people to participate in educational activities. At this point, little information is available about what incentives might be effective, as well as what types of surroundings, outreach activities, course offerings and adjunct services might result in greater participation of different population groups.

Curricula for Special Groups

A third area that warrants exploration is the types of approaches that might be successful with the particular groups identified as likely to be increasingly in need of adult education. For example, are there particular approaches, courses, services or arrangements that might be best with women, with minorities, with the elderly or others identified as having unmet needs.

Competencies and Credentials

Another issue is the problem of relating credentials to competencies among adults. One is not certain what particular credentials mean and their utility is of questionable value. It might be useful, therefore, to conduct a research project to attempt to establish specific standards that describe specifically what competencies are associated with certain credentials, such as a high school degree, a college degree or a particular technical certificate.

The Public Image of Adult Education

Many believe that the phrase "adult education" has negative connotations and thus inhibits certain types of people from participating in programs, who might otherwise benefit from them. Research could be conducted to determine if this belief is accurate and, if so, what measures might be taken to cope with it.

* * *

The selection and exploration of the policy issues in this section are at least in part prompted by a review of the current literature in the field. Consequently, in an Appendix to this Chapter there are annotated citations of writing that pertain to each of these policy issues and sub-issues.

The policy issues that have been identified and explored in this chapter by no means exhaust the possibilities of the data. It is hoped that the data and analyses in this report will be useful to others in identifying issues or exploring further those that are presented.